

Richards

A proposal for the use of interviewing
in the handling of grievances by
division officers of the United States
Navy.

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7-12-52
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A PROPOSAL FOR THE USE OF INTERVIEWING IN THE
HANDLING OF GRIEVANCES BY DIVISION OFFICERS
OF THE UNITED STATES NAVY, BASED ON
INDUSTRIAL APPLICATIONS

A Thesis

Presented in Partial Fulfillment of the Requirements
for the Degree Master of Business Administration

By

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1952

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CHAPTER I

INTRODUCTION

Background

The importance of interviewing in the field of grievance matters and procedures cannot be stressed too strongly. Interviewing techniques, when properly applied and used, have proved to be great helps in getting at the cause and bases of both expressed and implied troubles and dissatisfactions. Labor relations, which include not only those situations in which there is no conflict, but also includes those areas in which there is disagreement has both industrial and military applications. A grievance is usually considered to be a situation in which the employee is dissatisfied with relations with management.¹

In the military, the responsibility for satisfactory labor relations is a line responsibility. As will be shown later, the division officer is charged with this responsibility by the United States Navy Regulations 1948. The responsibility for satisfactory labor relations in an indus-

¹ Michael J. Jucius, Personnel Management, Chicago: Richard D. Irwin, 1951, p. 429.

trial concern is both a line and a staff function.²

The foreman in industry is usually the person most closely associated with the worker, and, being in this position, is management's closest contact with the worker's actions, beliefs, and attitudes. In most instances, standard procedure is for the worker to first present his grievance to his immediate supervisor. It is at this point, the first level in supervision, that attempts are being made to handle grievances so that they will not become added tasks for higher management. Similarly, in the Navy, the division officer is the commissioned officer most closely associated with the men in his division. It is his responsibility to handle the grievances of his men, and recommend disciplinary action should circumstances warrant such action.³

Before proceeding further, two definitions will be offered so the supervisor's and division officer's duties and responsibilities can be clarified. The word foreman and supervisor are used interchangeably in industry, and will be similarly used in this paper. The definition for supervisor and foreman will be that set forth by the Management Labor Relations Act of 1947 as contained in section 2

2

Loc. cit.

3

United States Navy Relations 1948, Washington: United States Government Printing Office, 1948, article 1043.

(11) a. which states:

...any individual having authority, in the interest of the employer to hire, transfer, lay off, recall, promote, discharge, assign, reward or discipline other employees, or responsibility to direct them, or adjust their grievances, or effectively recommend such action if in connection with the foregoing exercise of such authority is not merely routine or clerical nature but requires the use of independent judgement.

The definition of division officer will be that contained in the Navy Regulations which states:⁴

1043 Definition

A division officer, within the meaning of these regulations, is one regularly assigned by the commanding officer to command a division of the ship's organization.

1044 Responsibilities and Duties

1. A division officer shall be responsible, under the head of his department, for the proper performance of the duties assigned his division, and for the conduct and appearance of his subordinates, in accordance with the regulations of his Commanding Officer or other Superiors. He shall keep himself informed of the capabilities and the needs of his subordinates and, within the limits of his authority, he shall take such action as may be necessary for the efficiency of his division and the welfare and morale of his subordinates. He shall train his subordinates in their duties and the duties to which they may succeed, and shall urge them to qualify for advancement and improve their education. He shall suppress any improper or unseemly noise or disturbance, and shall report to the Executive Officer all infractions of regulations, orders, and instructions which are deserving of disciplinary action.

To further clarify, the term division officer refers to a regularly commissioned officer in charge of a group of non-commissioned men. By way of example, if he were the Airframes Officer of an Aircraft Squadron, he would have under his command a group of structural mechanics (metal smiths) and would have the responsibility of planning, organizing, and controlling their work. His job would be administrative in nature, and he would not, under ordinary circumstances, be required to actually perform manual tasks, using the tools and machines common to the metal smith trade. He would be assisted by a leading petty officer who would help in the administrative tasks, but who would also be one of the work group being technically qualified and proficient in the skills required by the trade.

The situation in industry is similar. The supervisor's task, for the most part is administrative in nature, and he is charged with the planning, organizing, and controlling the efforts of those assigned to work for him. He is assisted, in many cases, by a group leader who helps with the administrative tasks, and who, like the leading petty officer, is also a member of the manual work group. The position and responsibility of the supervisor and the division officer will be discussed at greater length in later chapters.

[illegible]

Bingham and Moore,⁵ in their writings, have defined an interview as follows. It is any conversation "directed to a definite purpose other than the satisfaction of the conversation itself." This is not the only condition to be met by the process as there must be give and take between the participants. There are other indications such as facial expressions, gestures, and general behavior which supplement what is said. All the items mentioned contribute to the purposeful exchange of meanings, which is the interview.

This study is not intended to be a comprehensive one of all the factors involved in labor relations as related to the supervisor and his counterpart in the military, the division officer. Grievances have been selected and the part that interviewing techniques can play in getting at the facts, so that satisfactory relations may be maintained and areas of conflict determined enabling corrective action to be taken. There is a striking similarity in the position of the supervisor and the division officer in many respects, as has been pointed out. It is expected that the information gathered and the proposals set forth in this study will prove to be of benefit to both industry and the military. A better understanding of the part that interviewing can

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Walter Van Dyke Bingham and Bruce Victor Moore, How To Interview, New York: Harper & Brothers, 1941, p. 1.

minutes and more, in their writings, have defined an interview as follows. It is any conversation between two or more persons with the intention of the conversation itself. This is not the only condition for an interview as there must be first and last between the participants. There are other indications such as facial expressions, gestures, and general behavior which supplement what is said. All the items mentioned contribute to the successful outcome of an interview, which is the interview.

This study is not intended to be a comprehensive one of all the factors involved in labor relations as related to the supervisor and his counterpart in the industry. The relation of the supervisor to the industry has been defined and the fact that labor-management relations can give in return as the result, so that satisfactory relations may be maintained and even of conflict relations resulting constructive action in the future. There is a striking similarity to the position of the supervisor and the relation of the industry in many respects. It has been pointed out. It is expected that the interview will be carried out in the future and that in this study will show as it is of benefit to the industry and the military. A better understanding of the past and the future can

play in the establishment of good and happy relations for the individual in his working situation may be gained. It is not expected that the study will be conclusive in itself, but it is hoped that it will form the basis for further studies in this area.

Data and Sources of Study

Much of the information gathered is based on the work of authorities in the fields of industrial and personnel management. Most of the source material was gathered from the libraries on the campus of The Ohio State University, Columbus, Ohio. Additional material was obtained from the library of the Bureau of Business Research, The Ohio State University, Columbus, Ohio. Four field trips were taken, three to the Bureau of Naval Personnel, Washington, D.C., and the fourth was a tour of Naval Installations at Memphis, Great Lakes and Glen View. The tour of the naval activities was made primarily to gather information for study while at The Ohio State University, and during this trip many opportunities were made available to the group to study naval personnel practices. Some of the information for the military phase is based on the author's eight years experience as a naval officer. Other data were gathered from current military publications and manuals.

Three trips were made to various manufacturing con-

only in the establishment of good and happy relations for the individual in his working situation and in general. It is not sufficient that the study will be conducted in itself, but it must be that it will have the best for the worker.

These items were made for various confidential sources
to verify military activities and movements.
Items as a naval officer. Items were also gathered from
military plans as found on the subjects also from other
naval personnel sources. Some of the information for the
operation was made available to the group as they
at the time were in custody, and during this time
was made primarily to gather information for their plans
these items and their view. The fact of the naval activities
and the location was a part of their operations at Seattle.
Items as the source of naval personnel. Activities, U.S.A.

cerns located here in Columbus, Ohio. The concerns visited were Ranco, Timken, and the North American Plant. Much information was gathered by talking to the personnel directors for Timken and Ranco, while the labor relation section at North American furnished valuable information concerning the problem.

Limitations of the Study

It is not the purpose of this study to set up a training program whereby an attempt would be made to make a clinical psychologist of either the division officer or the supervisor. Neither is it the purpose of this study to determine the methods to be used in putting the proposal into effect. The contention is this - there are principles and conditions that exist in the field of interviewing that could be taught to the division officer and the supervisor which would aid them in getting at the problems of their subordinates so that corrective action might be taken. As set forth by Pfiffner, there is an area of practical psychology that is practiced intuitively by persons having good human relations which could possibly be taught to supervisors and division officers. The proposition involves three divisions; firstly, supervisors can be trained to recognize the symptoms leading to problem cases, secondly, that they can be trained to conduct elementary interviews,

is not a person known to the Commission concerning the matter, and the matter is being referred to the Attorney General for his consideration.

[illegible]

and lastly, that they could be taught when to call in and how to cooperate with a professional clinician.⁶ The area with which this study will be concerned is that of the elementary interview and the proposal for its use by the supervisor and the division officer in the handling of grievance matters.

The study is limited to a consideration of the part that the supervisor plays in the first step of the grievance procedure in both unionized and non-unionized industry.

Order of Presentation

Chapter II will be a discussion of the grievance, its definition, what are some of its effects, what are some of its symptoms, and so forth. Chapter III will be a discussion of the present status of grievance handling in industry and in the Navy, considering only the first phase of the procedure. Chapter IV will be a discussion of interviewing and its application to the troubled area. Chapter V will discuss the idea that there are conditions and principles existing in interviewing techniques which can be taught division officers that will aid them in working with their subordinates, and in handling their grievances.

6

John M. Pfiffner, The Supervision of Personnel, New York: Prentice-Hall, Inc., 1951, p. 327.

CHAPTER II

THE NATURE AND IMPORTANCE OF GRIEVANCES

Introduction

Grievances have become a very important issue in the field of personnel management in the past few years. Grievances have become so important in unionized industry, that those matters which have formed the basis for common or repeated complaints have been spelled out in great detail in the negotiated contracts. In fact, one authority states that union contracts now bulge at the seams with details for formalized grievance procedures.¹ Lester estimates that there are over 100,000 labor-management agreements signed each year and that the number of grievances settled under the provisions of the contracts probably exceeds one million. In the year 1940, under the contract between General Motors Corporation and the United Automobile, Aircraft, and Agricultural Implement Workers, (CIO) more than 35,000 grievances were filed by the workers - an average of about one grievance per each eight employees.²

1

John M. Pfiffner, The Supervision of Personnel, New York: Prentice-Hall Inc., 1951, p. 364.

2

Richard A. Lester, Labor and Industrial Relations, New York: The MacMillan Company, 1951, p. 151.

THE RAILWAY AND TRANSPORTATION OF PASSENGERS

Introduction

Transportation has become a very important factor in the

life of modern management in the past few years.

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life of modern management in the past few years.

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life of modern management in the past few years.

JOHN H. WILLIAMS, The Transportation of Passengers

New York: Doubleday, 1921, p. 100.

Richard A. Swanton, Early and Modern Railroads

New York: The Knickerbocker Press, 1921, p. 100.

In the military too, the recognition of grievances has proved to be of the same importance that it has in industry. Although in the military there are no contracts in which specific grievances are listed, dissatisfactions can cause the same results as they do in organized industry. For the most part, the ensuing discussion will deal with grievances in industrial situations. It is hoped to give the reader a good picture of the industrial case, and then in the latter stages of the discussion relate its similarity and importance to the military. Grievances arise in all working situations, and if the reader understands the application in one situation it is easily transferred to another.

The increased thought given to grievances and the desirability of opening formal channels for their discussion has brought about the shop steward system as it now exists in unionized industry. In the shop steward plan, an employee of the company, by stipulation in the union contract, is permitted to spend part of his working hours conducting union business. Frequently the contract states that the employee may carry on this union business during specified times of the work period without deductions being taken from his pay check.³

Dissatisfactions felt by the employee about the company, if they were made known to management, would prob-

³ Pfiffner, op. cit., p. 364.

In the military too, the recognition of experience has proved to be of the same importance that it has in industry.

Although in the military there are no contests in which specific instances are listed, classifications are made and each soldier is given an individual industry. For the best part, the working situation will deal with experience in industrial situations. It is hoped to give the reader a good picture of the industrial case, and then in the latter part of the discussion relate the similarity and importance to the military. Experience rules in all working situations, and it is for this reason that the application in one situation is so easily transferred to another.

The interest constant given to experience and the desirability of giving special training for their discussion has brought about the new system as it has again in industrial industry. In the new system plan, an employee is the company, by application to the union contract, is required to spend part of his working hours conducting union business. Frequently the contract states that the employee may work on his own business during specified times of the work period without deduction being taken from his pay.

Discussions have led to the opinion that the company, if they were made known as management, would profit

ably be the most significant single index of stability.⁴
 This statement indicates the importance of management's knowledge of existing dissatisfactions in the labor force. When complaints are brought out into the open, then they can be the basis for corrective action which will eliminate the source of irritation. Removing the irritation builds up the employee's confidence in the company, increases the morale of the work force, and tends to increase the efficiency of the laborers.

If one were to attempt to solve the problem by scientific methods, then the following steps as recommended by Jucius are appropriate. This approach, a quasi-scientific one, involves six steps which are listed as follows: (1) a careful statement of the problem, (2) establishing a working hypothesis, (3) collecting data, (4) reaching a tentative solution, (5) checking the solution, and (6) applying the solution.⁵ Here again the necessity of knowing the problem is of great importance. Employing the scientific method you have to have a statement of the problem before you can attempt to arrive at the solution. Unless the problem is known, the solution cannot be found, and

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Paul Pigors and Charles A. Myers, Personnel Administration, A Point of View and a Method, New York: McGraw-Hill Book Company, 1947, p. 106.

5

Michael J. Jucius, Personnel Management, Chicago: Richard D. Irwin, Inc., 1951, p. 13.

only in the most slightest degree of stability.
 This statement indicates the importance of maintaining a
 knowledge of existing circumstances in the labor force.
 These conditions are brought out into the open, then they can
 in the future for comparative action which will eliminate the
 nature of variation. However the friction will be
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 amount of the work force, and tends to increase the effi-
 ciency of the factory.

If one were to attempt to solve the problem by
 scientific means, then the following steps are recommended
 by Einstein and others. This approach is a quasi-scientific-
 in fact, involves the steps which are listed as follows:
 (1) a careful statement of the problem, (2) establishing a
 working hypothesis, (3) gathering data, (4) testing a
 tentative solution, (5) checking the solution, and (6)
 applying the solution. It is also the necessity of knowing
 the problem is of great importance. Applying the solu-
 tion method you have to have a statement of the problem
 before you can attempt to solve it. The solution, unless
 the problem is known, the solution cannot be found, and

that is what we mean by a quasi-scientific approach. A quasi-scientific approach is a method of solving a problem by using the scientific method.

Richard C. Taylor, *Journal of the Royal Society*, 1921, p. 15.

Definition of Grievance

If grievances have become so important, then what are they? One of the authorities in the field of personnel management has defined grievances as follows:

It means any discontent or dissatisfaction, whether expressed or not and whether valid or not, arising out of anything connected with the company that the employee thinks, believes, or even 'feels' is unfair, unjust, or inequitable.⁷

The above definition is very broad in scope. It does, however, limit the grievance to the company, its policies, and actions. If it were possible for the worker to come to work with his mind free from all his associations - such as those pertaining to his cultural beliefs, his inherited traditions, his fears, his hopes, and his aspirations, then the author would accept the above definition. It does not appear possible to separate those items mentioned from those items that would be associated solely with the work environment. In order to limit the grievance solely to discontent with the company, there would have to be what one authority calls two types of grievances; first, those that are personal in nature; and second, those which he terms "pure" grievances and are only associated with the job. It appears that such a dichotomy does not exist. Such dis-

⁷ Jucius, op cit., p. 13.

Definition of Grievance

If grievances have become so important, then what are they? One of the authorities in the field of personnel management has defined grievances as follows:

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management is helpless to take corrective action.

How can management get these facts? When the worker has a grievance, he should have means at hand which will provide him with a channel of communications to management. One writer states the importance of communications in grievance as follows:

Human relations can only be as sound as the personal communication existing in the company. When personal communications break down, the same results occur as when national communications are impaired. Things stop moving; confusion exists; rumor flourishes.⁶

The importance of communications in the field of grievances cannot be overstressed. When management becomes aware of the trouble, then it can take corrective action, thereby increasing the stability of the company.

The position of the division officer and the supervisor in the area of grievance handling should never be under estimated. Here is labor's closest and nearest contact with management. It is the purpose of this study to investigate interviewing as a technique employable for the grievance problem. It is hoped that interviewing will provide the supervisor and the division officer with a method for determining the facts in the grievance problem so that appropriate action can be taken.

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"When Foreman Deals With The Worker," Factory Management and Maintenance, March, 1946, p. 115.

14

satisfactions do not appear as separate entities, and because of their interaction, would be impossible to separate from each other. These dissatisfactions are evidenced as emotions and attitudes, and, as such, their separation would be extremely difficult, if not impossible. If management's policy were to handle only those grievances that are limited to company policy, actions, and associations, how then would they set up a policy that would distinguish personal grievances from those grievances that were purely job associated?⁸

Winston's Simplified Dictionary defines a grievance as follows:

... 1. A sense of wrong or oppression; 2, a just or supposed ground of complaint; a cause for annoyance; obs., 1, suffering; grief; 2, anger; displeasure;....

Part two of the definition best fits the purpose of this study; however, it is not detailed enough to give the clear understanding necessary.

There are wide variations in the field of personnel management to the definition of grievance. The following definitions will serve to show some of the variations.

Smith, in his article, defined a grievance as follows:⁹

A grievance is an act, occurrence, or an attitude, either expressed or implied resulting in a real or imagined feeling of injustice, of having been oppressed or injured.

⁸ P. C. Smith, "Shope Grievances - The Human Approach," Personnel Journal, September 1, 1947, pp. 95-102.

⁹ Smith, Ibid., p. 95.

Pigors and Myers considered a grievance in this manner:¹⁰

A grievance is a complaint that has been ignored, overridden, or in the employee's mind otherwise dismissed without due consideration.

The above definitions were taken from the writings of persons recognized in the field of personnel management. There are other definitions of grievances. The following is a compilation made by the United States Department of Labor of the various definitions given to the word grievance by labor-management contracts. The list is not complete, and its inclusion is only for the purpose of giving the reader a broader understanding of the implication of the meaning of grievance. The usual form of the definition limits the use of grievance procedures to either (1) matters under agreement, (2) matters of interpretation or application of the agreement, or (3) matters of wages, hours or working conditions, or any combination of the three. Some of the contracts make no attempt to define grievance at all, but still discuss the matter in which they should be handled.

Grievances have usually been limited to the interpretation and application of the contract. In some contracts, it is expressly stated that changes in the contract are not subject to grievance procedures, that grievance procedures apply solely to those matters arising within the framework of the contract. Listed below are some of the definitions

¹⁰ Pigors and Myers, op. cit., p. 107.

10 effort and there constituted a grievance in this manner.

A grievance is a complaint that has been formally
presented to the employer's management
and is subject to arbitration.

The above definitions were taken from the opinion of the
court in *Boys v. Board of Education*. There
was no question as to the field of personnel management. There
are other definitions of grievance. The following is a
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of the various definitions given to the word "grievance" by
labor-management contracts. The list is not complete, and
the definition is only for the purpose of giving the reader
a general understanding of the application of the meaning of
grievance. The usual form of the definition limits the use
of grievance procedures to either (1) matters which arise
out of (a) matters of interpretation or application of the
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tracts make no attempt to define grievance at all, but still
discuss the matter in terms they should be handled.

Contracts have usually been limited to the interpre-
tation and application of the contract. In some contracts,
it is expressly stated that matters in the contract are not
subject to grievance procedures, but grievance procedures
apply solely to those matters arising within the framework
of the contract. Listed below are some of the definitions

of grievances contained in labor-management agreements.

1. Any dispute, disagreement, or difference arising between any employee or the union and the company may be interpreted as a grievance.
2. Any dispute as to the meaning or application of this agreement shall constitute a grievance.
3. A grievance is defined to be any controversy, dispute or difference between the company and the union involving hours of labor, wages, and working conditions.
4. Any employee who has a complaint may discuss the alleged complaint with his foreman in an attempt to settle it. Any complaint not so settled shall constitute a grievance within the meaning of this article, 'Adjustment of Grievances'.¹¹

As seen from the above definitions, the definition of grievance can cover a wide assortment of sins. For example, the first definition applies to any dispute between the company and employee or union, while the second definition confines grievances to only those areas that involve application of the contract. The third definition is very narrow in scope, and limits the grievance to very objectively measured items such as wages, hours, and working conditions. The last definition gives the foreman a chance to settle the dispute, and should he fail in this effort, then the matter becomes

¹¹

Collective Bargaining Provisions, Grievance and Arbitration Provisions, Bulletin No. 908-16, United States Department of Labor, Washington: United States Government Printing Office, 1950, p. 8.

of witnesses contained in labor-management agreements.

1. Any dispute, disagreement, or difference arising between any employer or the union and the company may be interpreted as a grievance.

2. Any dispute as to the meaning or application of this agreement shall constitute a grievance.

3. A grievance is defined to be any controversy, dispute or difference between the company and the union involving hours of labor, wages, and working conditions.

4. Any employee who has a complaint may discuss the alleged complaint with his supervisor in an attempt to resolve it. Any complaint not so resolved shall constitute a grievance which has meaning of this article, "Adjustment of Grievances", II.

As soon from the above definition, the definition of grievance can cover a wide spectrum of cases. For example, the first definition applies to any dispute between the company and employee or union, while the second definition applies to only those cases that involve application of the contract. The latter definition is very narrow in scope and limits the grievance to very objectively measured items such as wages, hours, and working conditions. The last

definition gives the worker a chance to settle the dispute and should be left in such effect, then the matter becomes

II
Collective Bargaining Procedure, Grievance and Arbitration Procedure, Article 10, 100-10, United States Department of Labor, Washington, United States Government Printing Office, 1950, p. 8.

material for the grievance machinery.

From the preceding discussion and consideration of the various definitions presented, the following is offered as the definition of grievance.

A grievance is any complaint, discontent, or dissatisfaction, whether or not expressed and whether or not valid, that the employee thinks or believes is unfair, unjust, or inconsiderate.

The definition is very similar to that presented by Jucius, but has been widened in scope. The above definition does not limit the source of the trouble to the confines of the company.

In order to recognize the true significance of the definition, it would be a good idea to break it down and analyze its component parts. Jucius states that in discussing grievances, the talk can center about two things. First of all it is possible to talk about the results of the grievance, and secondly, it is possible to talk about the things that caused the grievance. Take, for example, the hypothetical case of Tom Smith who failed to be promoted to supervisor the last time advancements were made. Now, if Tom is dissatisfied because he was not promoted to supervisor, his problem can be discussed in the ensuing manner. One person might call the grievance Smith's failure to be promoted, while a second person might call the grievance Smith's dissatisfied attitude. Both people are discussing the same

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From the preceding discussion and examination of the

regions delineated presented, the following is offered as

1. *Explain the importance of the following factors in the development of a country's economy:*

diversification, which is not a waste of

ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED

The definition is very similar to that presented by Holzer

Let me send wishes to you. The above salutation has you

11410

to assist in research and data collection.

CONFIDENTIAL

analyses the responses given. James states that in 1944-

the following: the data was gathered along the lines of the

of all it is possible to find out about the people of the area.

There is no doubt that the above information is correct and that the same is being furnished to the proper authorities for their consideration.

that caused the 1/4-wave. This, for example, the original-

and case of Tom Hanks who failed to be promoted to director

the last time I was in the area, I was in the area.

varieties of wheat and corn are grown in the area.

Modelled on the structure of the existing network, the proposed

where α is the difference between the two

With a second review of the literature, the following hypotheses were

ALLIANCE: I believe, that people are dissatisfied for some

items and, as these items relate to the same circumstances, they must go together. Had not Smith complained about failing to get the promotion, then there would not have been a grievance. But when the attitude and the trouble are combined, then the resulting mixture is a grievance. This is assuming, as Jucius probably would do, that the grievance will have some bad effect on the company in that it will result in a lowering of morale, and a lowering of the efficiency of the work force.¹²

Secondly, the source of the grievance is not limited to the company boundaries. In a military situation, the source of the complaint cannot be limited to the area of the command. It must be remembered that in the military situation, the enlisted man is with you for the duration of his enlistment. [On foreign stations, or aboard ships, where the men are away from their families, the absence alone will create many personnel problems. The division officer many times has to assume the role of father confessor, giving advice and aid to the enlisted man. In most problems involving family relationships, the standard procedure is for the division officer to refer the man to the chaplain. Even though the man is referred to the chaplain, the effects of the grievance are still present until the cause has been removed. Here again, the indications of

12

Jucius, op. cit., p. 430.

It is not, as these items relate to the same circumstances,

they must be removed. And not being complicated about

feeling by the two persons, then there would not have been
a difference. But when the children and the trouble are con-

sidered, when the review is a difference. This is

absolutely, as these persons would do, that the difference will

have been had there on the subject is that it will result

in a feeling of unity, and a feeling of the difference

of the two forces. It

secondly, the source of the difference is not limited

to the company mentioned. In a similar situation, the

source of the conflict cannot be limited to the area of

the company. It must be remembered that in the history

of the company, the subject was in fact for the purpose

of the difference. In foreign relations, on board ships,

there has been some time from their families, the source

of the difference will operate with personal interest. The relation

between the two sides has to be taken into account of the company

factor, which makes and adds to the subject matter. In fact

there is a very real feeling of difference, the source of the

difference is for the difference of the two sides, the source of the

difference. Even though the two is referred to the company,

the source of the difference are still present with the

source of the difference. There again, the difference of

the grievance are low morale, low efficiency, and poor quality work output. Although the correction of these conditions which brought about the grievance may not be the concern of the division officer, it is up to him to see that the sailor is referred to the chaplain where efforts will be made to correct conditions which are causing the difficulty. Such effort could be in the form of advice, a recommendation for leave (vacation), or a recommended transfer to a more favorable location.

In the industrial situation, grievance arising from conditions not under the control of the company would also have to be considered. No matter what the source of the trouble may be, the symptoms will always be the same. Any time that there are indications of low morale, poor quality of work, a lowering of efficiency, and a loss of productive capacity, management will be concerned. Management has a choice of two courses of action. First, it can ignore the complaint; or secondly, it can do something to overcome the difficulty. When the trouble is outside the control of the company, then management can refer the man to a clinical specialist in hopes that he can clear up the difficulty. The clinician may be able to save the man and save the company the expense of training someone to take his place. If the problem cannot be solved, then management will have to get rid of the individual so that his attitudes and low

The witnesses for the people, the attorney, and the
 quality work matter. Although the commission of these
 actions will be brought about the persons may not be
 members of the relation officer, it is as to him to
 bear the action is referred to the district where effort
 will be made to correct conditions which are causing
 difficulty. Some effort could be in the form of relief,
 recommendation for leave (suspension), or a recommended trans-
 fer to a more favorable position.

In the industrial situation, however arising from
 conditions not under the control of the company would also
 have to be considered. In order that the worker of the
 trouble may be, the company will have to be taken into
 the fact there are limitations of the worker, poor quality
 of work, a lack of efficiency, and a loss of production
 resulting, however will be considered. Management has a
 matter of two classes of action. First, it can ignore the
 complaint, or secondly, it can be employed to remove
 the difficulty. When the trouble is outside the control of
 the company, then management can take the man to a relief
 and specialist in order that he can assist in the difficulty.
 The specialist may be able to do it and also the
 company the subject of special interest to take his place.
 In the worker cannot be relieved. When management will have
 to take the man out of his position and his

morale will not spread to others in the work force.

In the third place, the definition says that an unexpressed or implied complaint is also a grievance. This third area is one of the most important to the company. The implications are signs that some corrective action is necessary. The recognition of implied grievances is important to management for two reasons. In the handling of the implied grievance, the supervisor can do much toward building up his own prestige with the work force. In his writings,¹³ Gardiner stated that if the foreman can find the possible cause of a grievance and voluntarily take some corrective action, his action will be much more appreciated by the workers than if he took the same action after his men had filed the complaint through formal channels. Any corrective action taken after the formal complaint has been filed still leaves a bad taste in the mouths of the workforce. The second reason for the importance of recognition of an implied grievance is this. Some men will fail to express minor irritations and will "put up" with existing conditions rather than make an issue of it. This does not indicate that they are satisfied with conditions, but rather that they are absorbing the minor irritations. Sooner or later their systems will reach the saturation point and they will explode.

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Glen Gardiner, Better Foremanship, New York: McGraw-Hill Book Company, 1941, pp. 48-49.

...and the ... of ...

to the blind view, the definition was that in cases

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which was one of the most important in the country. The

— *Journal of the American Medical Association*, 1964, 191: 1000-1001.

any. The abolition of United Nations is inevitable

Continued on next page.

61. *See* *United States v. Gurnea*, 199 F.2d 101, 104 (2d Cir. 1955).

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withdrawing from the village and returning to the house.

...all auction will be held and administered by the public.

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After the 1991 election the Journal continued to have little effect on

1. The first part of the report is a general introduction to the subject of the study.

with the assistance of a number of other

... ..

(continued from page 60)

This is the danger of the unexpressed grievance. The small grievances have a cumulative effect on the workers, effecting their output and lowering their morale. The exploding point can be expressed as slow downs or strikes. The supervisor should always be on the lookout for the tell-tale sign of the implied grievance, and should attempt to make corrections without being directed to do so.

The definition contains the term "whether valid or not" and is applicable in the following manner. This area pertains to those opinions and beliefs that are held by the workers. The dissatisfaction or complaint that the individual may have may be tied up in his emotions and attitudes, and as such cannot be removed by concluding that they are mere opinions or thoughts of the workers and as such do not amount to much. Gardiner gives the following advice to foremen: "... a grievance is a grievance when the man complaining thinks it is a grievance."¹⁴ A person can be just as concerned with something he thinks or believes or imagines to exist as he can be when the imagined grievance actually does exist.

¹⁴

Jucius, op. cit., p. 431, and Gardiner, op. cit., p. 50. Both of these authors give considerable weight to the implied grievance and its importance to the industrial concern.

This is the subject of the emergency provisions. The small
 witnesses have a cumulative effect on the witness, either
 the first witness and following these words. The following
 point can be expressed as also shown or shown. The witness
 view should always be on the lookout for the full-time sign
 of the limited witness, and should attempt to make sense
 from witness being directed to do so.

The definition contains the term "witness" and of
 not" and is applicable to the following witness. This term
 contains to those opinions and beliefs that are held by the
 witness. The definition is intended to be a guide to the witness
 and not to be used by the witness and not to be used by the
 and as such should be treated by concluding that they are
 true opinions or thoughts of the witness and as such do not
 amount to truth. The witness gives the following advice to
 the witness: "... a witness is a person who has seen and
 believed that it is a fact." A person can be just
 as concerned with believing as with or believe or
 believe to exist as he can be when the witness believes
 actually does exist.

10
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Nature of Grievances

Since the entrance of the labor unions into the field of industrial relations in 1933, more and more attention has been given to the necessity for the quick and proper handling of grievances. Before proceeding farther the writer has listed below some of the items that have been indicated as grievance matters and have been afforded recognition in numerous writings. It must be remembered that the list is a compilation of items that have been expressed as grievance matters in both texts and union contracts. The list is by no means complete. There are myriads which could become grievances. The items on this list are presented because they are typical of grievance items in current literature.

1. Improper behavior on the part of fellow workers.
2. Failure to assign overtime properly.
3. Excessive number of apprentices.
4. Methods used in time studies.
5. Unjustified discharge of an employee.
6. Relatives working under the foreman.
7. "Lawling out" worker in front of others.
8. Putting men on jobs for which they are not fitted.
9. Failure to promote from within.
10. Favoritism.

Review of Evidence

Since the evidence of the Labor Union into the field of industrial relations in 1933, more and more attention has been given to the necessity for the quick and proper handling of grievances. Before proceeding further the writer has listed below some of the items that have been included as grievance matters and have been allowed recognition in numerous strikes. It will be remembered that the list is a compilation of items that have been expressed as grievances and are in fact listed and which constitute the list is by no means complete. There are strikes which could become grievances. The items on this list are presented because they are typical of grievance items in current literature.

1. Improper behavior on the part of fellow workers.

2. Failure to assign overtime properly.

3. Excessive number of suspensions.

4. Methods used in time studies.

5. Unjustified discharge of an employee.

6. Unjustified working under the system.

7. "Holding over" workers in front of others.

8. Working men on jobs for which they are not fitted.

9. Failure to provide from strike.

10. Promotion.

11. Giving orders without reason.
12. Unguarded work hazards.
13. Withholding credit.
14. Lack of human sympathetic interest in the worker.
15. Ignoring complaints.

Although there are many benefits to the formalized union procedure for presenting grievances, the strictly legalistic interpretation has worked some hardships. Notice that the grievances listed were, for the most part, objective in the conditions that they describe, and present items that can be measured by comparison with some set standard or normal. The legalistic approach is splendid; that is, for the jurist who has to decide the issue, but it is not so good for the worker. The legalistic approach has become so objective that the human element has been set in the background. The legalistic approach does not eliminate the feelings, sentiments, and tensions with which the complaint is surrounded, it merely pronounces them as irrelevant. This tendency of the legalistic approach forgets some of the characteristics of grievances which are fear, grief, uneasiness, anger, annoyance, and the like.¹⁵ The legalistic handling of grievances has brought about a new situation. In his book, Selekman states that now workers have

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Benjamin F. Selekman, Labor Relations and Human Relations, New York: McGraw-Hill Book Company, 1948, p. 85.

started to disguise their grievances so that they will conform to the specifications that are set up in the union contract.

It is, however, nothing less than a typically human reaction that nullifies the unfailing aspect of this expectation. For, needless to say, workers hardly remain unaffected by the crucial development that establishes the explicit tests by which grievances will be accepted as valid or rejected as imaginary. Instead, just as management and union forge the clauses of the agreement for sifting out the legitimate from the illegitimate complaints, the workers adopt these same clauses as sanctioned forms of expression of all manner of dissatisfaction. If only wage complaints, protests against transfers, shift assignments, or other 'just' causes are accepted as legitimate, employees time and again will display remarkable facility for fitting varied fears and resentments into approved formats for complaining. They do not, of course, systematically think through this device for circumventing the rejections implicit in legalistic adjustment procedures. Their behavior is, rather, an unconscious response to the social situation created by the prevailing approach to grievances.¹⁶

Once the terms of the union contract have defined those items which may be considered as the basis of grievances, the worker who has a complaint that does not fit into the scope of the contract can do only one of two things. First, he can forget about the complaint and absorb it into his system, or secondly, he can disguise the symptoms of the complaint to meet the standards set forth in the contract. For example, if the contract limited grievances to those

arrived at this point, it is necessary to state that the
 form of the specification that was set up in the patent
 office.

It is, however, necessary to state that a specially
 drawn revision that nullified the original
 aspect of this specification, for, according to
 the, various things remain unaffected by the
 original revision that was made. The
 original state of the invention will be
 regarded as valid or rejected as invalid.
 Instead, just as management and union have
 the element of the agreement for setting out
 the invention from the invention con-
 sidered, the various about these same elements
 as mentioned form of invention of all
 manner of invention. It only way
 to be considered, however, against invention, which
 management, or other 'joint' manner are not
 as indicated, employees and again will
 display various things for the revised
 form and presentation also approved for
 for consideration. They do not, of course,
 operationally bring through this device
 for consideration the various things
 in relation to management procedure. They
 behavior is, rather, an unconscious response
 to the mental situation created by the present-
 ing approach to invention.

Once the form of the invention has been set
 forth which may be considered as the basis of invention, the
 inventor who has a complaint that does not fit into the shape
 of the contract set to only one of two things. First, he
 can forget about the complaint and absorb it into his spe-
 cial, or secondly, he can dispute the system of the con-
 tract to meet his demands and look in the contract.
 For example, if the contract limited invention to those

matters that pertain only to wages, hours and working conditions (see example on page 16), how would an employee present a grievance that was based on favoritism? In this hypothetical case, Jones thought he was the one most deserving of the promotion and believed that without doubt he would get the new job. But on the day that promotion was announced, it was not he who was promoted but rather Smith who was assigned to the new job. Jones has a grievance, his attitude is poor, the quality of his work declines, but in this case the contract does not give him grounds for true expression of his complaint. His only recourse is to "doctor the evidence." In all probability he will complain about the working conditions. Here again the grievance may not be justified according to the terms of the contract, but, nevertheless, the symptoms and results of the grievance are present and are plaguing management.

From the results of the work done at the Hawthorne Works of the Western Electric Company, Roethlisberger and Dickson were able to list three types of complaints that the workers made, differentiating each as to the content.¹⁷

The first type of complaint referred to tangible objects in terms that could be defined by the workers or engineers and were capable of being tested by physical

¹⁷ E. J. Roethlisberger and W. J. Dickson, Management and the Worker, Cambridge: Harvard University Press, 1950, pp. 255-269.

evidence that certain only to wages, hours and working con-
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 ance, his reference is poor, the quality of his work de-
 clines, and in fact even the referee does not give him
 grounds for even expression of his complaint. His only re-
 course is to "blame the referee." In all probability he
 will complain about the working conditions. Here again
 the reference may not be justified according to the terms
 of the contract, but, nevertheless, the employer and referee
 of the reference are wrong and are clearly negligent.
 From the results of the work of the Hawthorne
 Bank of the Western Electric Company, Hawthorne and
 Allison were able to find three types of complaints that
 the workers made, illustrating each as to the company.
 The first type of complaint referred to benefits of-
 fered in terms that could be defined by the workers as
 "workmen and were capable of being tested by applied

processes. An example of this type of complaint is usually stated as follows: "the machine is out of order; the tool is too dull"; and, other similar statements. This type of complaint is objective and is capable of being compared to some standard or norm.

The second type of complaint was not objective, but depended partly on the sensory experience based primarily on attendant reaction. A statement such as "it is too hot in here," or "this job is too hard" include terms that are biologically and socially determined. These complaints cannot be understood unless the background of the individual making the complaint is known. Seldom could this type of complaint be verified objectively. For example, a temperature of 65 degrees fahrenheit may be comfortable to some people, but it may be too cold for the comfort of another.

Roethlisberger and Dickson's third type of complaint discovered involved the hopes and fears of the workers. In order to agree on this type of complaint, it is necessary to restate the complaint in such a way that the terms used to describe the judgments will be acceptable to all. "The supervisor is a bully," "seniority doesn't count around here" formed the category of complaint that was most revealing to the investigators, because it showed not only the importance of determining what the workers felt but also the reasons for these feelings. In order to remedy the

possessed, is a sample of this type of judgment is usually stated as follows: "This machine is not at work; the bell is too small" and, other similar statements. This type of judgment is objective and is capable of being compared to some standard or norm.

The second type of judgment was not objective, but depended partly on the sensory experience of the individual on objective conditions. A statement such as "It is too hot to have," or "This job is too hard" include those that are biologically and socially determined. These judgments

cannot be understood unless the background of the individual making the judgment is known. Judgments of this type of evaluation are usually subjective. For example, a judgment of the degree of comfort may be comparable to some

people, but it may be too cold for the comfort of another. (Frederickson and Wilson's third type of judgment, discussed below, is the most and least of the workers.

In order to make the type of judgment, it is necessary to make the judgment in such a way that the person can be described the judgment will be acceptable to all. The judgment is a self, "subjectively doesn't sound good"

page" (under the category of comparison that was most personal to the individual, because it showed not only the individual of making what the worker felt but also the personal type of feeling. In order to make the

conditions that caused such complaints, the investigators had to find out what the "latent content" of the complaint was. For instance, the statement "the supervisor is a bully" was made by an employee because the supervisor failed to say "good morning" to the help. Further questioning, however, revealed that the worker's dissatisfaction was based on his attitude toward everyone in authority rather than in the behavior of the supervisor about whom he complained.

Of the three types of complaints mentioned, the last category is the most difficult to evaluate. The difficulty in evaluation comes from the fact that unfortunately there is a mingling of fact and sentiment. Unluckily, this third type of complaint, (that with the hidden or "latent content") is the most prevalent. Skill is required to get at the bottom of the trouble. Interviewing is a technique used to get at the base of the hidden complaint to see what, if any, ground for complaint exists.

A grievance is always a grievance, and as Smith states, a grievance can never be completely smothered unless the true cause can be adjusted or eliminated.¹⁸ The saying "an ounce of prevention is worth a pound of cure" was never more appropriate. Again, it is easier to put out the fire when it is a small blaze rather than wait until it gets to be a "four alarm" affair. In the earlier stages it is

¹⁸

Smith, op. cit., pp. 95-102.

complaints that caused such complaints, the investigator had to find out what the "latent content" of the complaint was. For instance, the statement "the supervisor is a jelly" was made by an employee because the supervisor failed to say "good morning" to the help. Further questioning, however, revealed that the worker's dissatisfaction was based on his attitude toward everyone in authority rather than in the supervisor of the supervisor about whom he complained. Of the three types of complaints mentioned, the last category is the most difficult to analyze. The difficulty in analysis comes from the fact that unfortunately there is a lack of facts and background. Usually, the third type of complaint, (and with the hidden or "latent content") is one that is not really a complaint as such at the bottom of the trouble. Interestingly, a technique used to get at the base of the hidden complaint is to ask, in effect, "ground for complaint exists."

A complaint is always a grievance, and as such, it is a grievance that never is completely satisfied unless the true cause can be adjusted or eliminated. The saying "an ounce of prevention is worth a pound of cure" was never more appropriate. Again, it is easier to get at the true cause if it is a small cause rather than a small cause so in a "low state" state. In the earlier stages it is

probably correctly stated that most fires could be put out with a cup full of water applied in the right place. The analogy could be carried further, comparing the early detection of the symptoms of grievances and there correction with that of the early detection of mechanical troubles in a delicately balanced mechanism. Once the troubles are detected, they should be remedied, otherwise the trouble will spread throughout the entire mechanism. The parts in the mechanism are so interdependent that each depends on the operation of the other. In other words, each component part contributes to the overall effectiveness of the apparatus enabling it to function properly. Should one part develop a trouble, the trouble will spread to other parts, and soon the machine will not work. A suppressed grievance acts in the same manner.¹⁹ If the original complaint is recognized and treated, then in all probability, the grievance is cured. However, if the symptoms are not spotted or if they are not given legal status, then the grievance will be expressed in some other manner. The trouble will spread, and soon there will be a mal-function, which might very easily result in a strike.

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Selekman, op. cit. For an example of a case study of a suppressed grievance see pages 86-87 in Selekman's book, Labor Relations and Human Relations.

previously mentioned should that there could be any
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 are not given legal status, then the experience will be ex-
 pressed in some other manner. The trouble will spread,
 and soon there will be a self-function, when right way
 really results in a strike.

¹⁹ Leibman, n. cit. For an example of a case where
 of a suggested experience was given in Leibman's
 book, Leibman and Human Relations.

Importance to Management

The importance of grievances to management can never be underestimated. Grievances give an indication as to the overall health of the organization. An analysis of grievances can provide both the supervisor and the company with valuable information on which to base corrective action so that labor relations can be improved. An aggrieved employee is an expensive luxury, one which most companies cannot and should not afford. In many respects, the grievance is just as important to management as it is to the worker. Grievance procedures can bring to management's attention conditions of which they are not aware.

The manner in which management handles the grievance has a very great effect on the morale of the company employees. Parker C. Williams, who is director of industrial relations for the White Motor Company, has this to say about the company's conduct of grievance procedures:²⁰

To a reasonable employee, a grievance is a most important matter, and the way it is handled often impresses the employee for good or bad - something long remembered and can often spell the difference between developing a cooperative employee and one who is disgruntled and becomes a source of trouble.

The White Motor Company believes that prompt and considerate handling of grievances will maintain worker loyalty and

²⁰ Parker C. Williams, "Ways to Handle and Prevent Grievances", Factory Management and Maintenance, December, 1947, pp. 234 ff.

Importance of Evidence

The importance of evidence to management can never be overstated. Evidence gives an indication as to the general health of the organization. In analysis of evidence and provide both the supervisor and the company with valuable information on which to base corrective action so that labor relations can be improved. An appraised employee is an expensive luxury, one which most companies cannot and should not afford. In many respects, the evidence is just as important to management as it is to the worker. Every new procedure and rule to management's attention condenses of which they are not aware.

The company in which management handles the evidence

has a very great effect on the morale of the company employees. Arthur C. Williams, who is director of industrial relations for the White Motor Company, has this to say about the company's attitude of evidence procedures:

To a responsible employee, a grievance is a most important matter, and the way it is handled often influences the employee for good or bad - something long remembered and even after years the difference between level of a responsible employee and one who is disgraced and becomes a source of trouble.

The white motor company believes that prompt and considerate handling of grievances will maintain worker loyalty and

will prevent the employees from taking their grievances to union meetings for sympathy and understanding.

Management becomes financially involved in grievances when they are not handled properly. Human relations in the industrial situation becomes a very vital problem, and the human machine is a very delicate one which requires constant attention and adjustment if it is to function properly. If the workers have grievances that are not settled and remain sore spots, then production will be affected and management becomes vitally concerned. Some of the results of poor handling of grievances are listed as follows; (1) low productivity by the work force, (2) high absenteeism, (3) poor care and maintenance of equipment, (4) high labor turnover, (5) lack of respect for the supervisors, and, (6) low overall morale.²¹

The expression of grievances can and does serve management, if the symptoms are recognized and are handled properly. The voicing of a grievance brings to the attention of management an area of weakness which needs attention. Corrective action can be taken in order to eliminate the source of irritation. This is highly desirable in that it results in constant improvement of labor relations and factory conditions.²² One of the reasons for placing men

²¹ Smith, op. cit., pp. 95-102.

²² Harold B. Maynard, Effective Foremanship, New York: McGraw-Hill Book Company, 1941, p. 51.

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poor care and maintenance of equipment, (4) high labor costs

over, (5) lack of respect for the supervisor, and, (6) low

overall output.

The operation of equipment can be done more and

efficient, if the operators are recognized and are handled

properly. The value of a machine which is the effec-

tion of management and use of machine which needs attention.

concrete action can be taken in order to eliminate the

scope of the problem. This is already desirable in that it

results in constant improvement of labor relations and

labor conditions. One of the reasons for placing man

1. Industrial Engineering, 1941, p. 102.

2. Industrial Engineering, 1941, p. 102.

in foremanship positions, according to Gardiner, is to have a representative of management nearby so that the work force can come to him with their questions, complaints, and information. By doing this, the company has its "finger on the pulse" so to speak, and is able to change existing conditions or explain policies so that misunderstandings can be cleared up.

Further studies of grievances can provide management with additional information. If, for example, complaints are coming from all over the company, then Pigors and Myers say that the fault is probably in some area of major policy. However, if the complaints are limited to only a few areas, then the situation indicated that either work conditions or supervision needs attention.²³ Management should always realize that the handling of grievances is an expensive and time-consuming proposition, and that supervisors can do much to eliminate unnecessary expense involved in grievance handling by early recognition of symptoms and their treatment so as to prevent their becoming formalized complaints. The supervisor is management's closest representative to the work situation, and being in this position he is best able to take corrective action to alleviate the troubled spots.

²³ Pigors and Myers, op. cit., p. 109.

It must be remembered that labor relations are human relations, and, as such, will be dynamic. Never will the situation become static. It does not appear that there will ever be an end to grievances. Because of the human element, and the pressures that it is capable of exerting, the relationships will always remain fluid and will be continuously changing. The number of grievances may be influenced by any number of factors which will keep the relationship in a dynamic setting. Some of the contributing factors are; (1) the militancy of the union, (2) the number of recent changes in the wording of the agreement, (3) the rate of technological change, (4) the type of seniority clause, (5) the existence of piece rate or incentive system.²⁴ Grievances may be pressed that cannot be justified. In times of full employment, such as during the years of World War II, labor unions may encourage their members to press grievances primarily to make management aware that they still exist. Even this type of grievance cannot be overlooked, and these situations must be handled just as tactfully as if the grievance actually existed.²⁵

The supervisor is management's closest representative to the work force. By the nearness of his association with the workers, he is able to see changes in their behaviors and detect attitudes that might be indicative of

²⁴ Lester, op. cit., p. 263.

²⁵ Gardiner, op. cit., p. 46.

It must be understood that labor relations are human relations, and, as such, will be dynamic. There will be changes in the system. It does not mean that there will be an end to differences. It means that the human element in the process that it is capable of creating. The re-

lationships will change over time and will be continuously changing. The number of differences may be influenced by the number of factors which will keep the relationship in a dy-

namic setting. Some of the existing factors are: (1) the efficiency of the system; (2) the number of recent changes in the system; (3) the rate of technological change; (4) the type of security clause; (5) the exis-

ence of these factors in the system. ⁵¹ Differences may be reduced if the system is improved. In case of full re-

placement, such as during the years of 1913, labor unions may improve their position to some extent. It is not possible to make management more efficient and more efficient type of system cannot be improved, and there

is no way to be made for an existing system as it is.

Systems existing today. ⁵² The relationship is management's present responsibility to the union. It is the responsibility of the management to the union, in its role as an employer in their be-

the workers dissatisfaction with the existing conditions.

[If the supervisor can be trained to spot these symptoms, and then to find out what are the basic causes of the difficulties, he can help management considerably by making changes that would alter conditions that are causing complaints.]

These changes, if made promptly and accurately, would help to eliminate much of the formalized grievance procedure and its attendant high cost to management. More than just a reduction in cost of the grievance procedures would be accomplished, for efficiency would be raised and production would also be increased.

Importance to the Navy

The naval situation is similar to the industrial situation. [The confined quarters aboard ship, and the constant twenty four hour per day association with none but shipmates increases the likelihood of grievances arising. The naval situation is particularly difficult because normally the enlisted man has no one outside the Navy with whom to discuss his problems. He lacks the chance to talk to outsiders and to get their points of view. You can realize the difficulty of the situation when you stop to think that during World War II it was not at all unusual for ships to get under way and stay at sea for as long as sixty days without making port. During the period at sea,

the sailor lives, eats, and sleeps with the crew of the ship. Seldom is he provided with the opportunity to unload his troubles, and, hence loses the chance to unburden himself to a sympathetic listener.

Morale is of prime importance in the naval situation. High morale in the naval situation is expressed in the same manner as it is in the industrial situation. The crew is efficient, and it is happy. This is the situation that the commanding officer strives for, a condition that is hard to build, and after having been built, needs constant attention so that structure will not topple. It has often been said that the building up of morale is a long and time consuming process. It has been also said that the reverse process, the tearing down of morale, is a much more rapid process.

As in the industrial situation, an aggrieved sailor is an expensive luxury. The same symptoms will be in the military situation as in the industrial situation. The evidences of grievances and their poor handling are such things as the following:

1. low productivity by the crew
2. poor care and maintenance of equipment
3. low overall morale
4. failure of people to re-enlist in the service
5. loss of respect for their superiors.

1. The first step is to identify the problem or goal. This involves understanding the current situation and what needs to be achieved.

2. The second step is to gather information. This includes researching the problem, identifying resources, and consulting with experts.

3. The third step is to develop a plan. This involves setting priorities, determining the sequence of tasks, and allocating resources.

4. The fourth step is to implement the plan. This involves executing the tasks, monitoring progress, and making adjustments as needed.

5. The fifth step is to evaluate the results. This involves comparing the actual outcomes with the expected outcomes and identifying areas for improvement.

6. The sixth step is to communicate the results. This involves sharing the findings with stakeholders and providing feedback.

7. The seventh step is to document the process. This involves creating a record of the steps taken, the information gathered, and the results achieved.

8. The eighth step is to review the process. This involves reflecting on the experience and identifying lessons learned.

9. The ninth step is to apply the lessons learned. This involves using the insights gained to improve future problem-solving efforts.

10. The tenth step is to continue to learn and grow. This involves staying up-to-date on new developments and seeking out opportunities for further learning.

The evidence of grievances is of great importance in the naval situation. It is an indication that corrective action is necessary. The grievance brings to the attention of those in command, whether it be the division officer or the commanding officer, that there are weaknesses in the organization that need correction. Corrective action can be taken by those responsible in order to eliminate the source of the complaint. The situation in which the command is able to take corrective action based on evidences or expressions of complaints is highly desirable in that it constantly strengthens the relationships between the officers and the crew, and it also helps greatly in building and maintaining high morale.

The Navy, too, becomes financially involved in grievances that are not handled properly. There is no doubt that improper handling of grievances has caused more than one sailor to fail to re-enlist. During his enlistment, the sailor has been trained to perform a task in the most efficient manner possible. The training can either be accomplished by on the job methods or by sending him to school. Schooling and training are both expensive and should not be wasted. This means that whenever a man fails to re-enlist, the Navy has not only lost a good worker, but it has lost the expense of training the individual and in addition must train another individual to take his place.

The evidence of evidence is of great importance in the case of evidence. It is an indication that evidence is necessary. The evidence brings in the evidence of those in command, stated it is the divided effort of the command officer, that there are weaknesses in the organization that need correction. Corrective action can be taken by those responsible in order to eliminate the danger of the complaint. The situation in which the command is not to take corrective action based on evidence is a situation of complaint is highly desirable in that it is constantly strengthening the relationship between the officer and the crew, and is also helps greatly in building and maintaining high morale.

The Navy, too, becomes financially involved in other areas that are not needed properly. There is no doubt that further handling of evidence was needed very soon. The action is left to the officer. During his assignment, the officer has been advised to perform a task in the past without major results. The training can always be accomplished by the two weeks or by sending him to school. Schooling and training are both expensive and should not be wasted. This action was necessary a man talks to the officer. The Navy has not only lost a good worker, but it has lost the chance of training the individual and in addition will have another individual to take his place.

As can be seen, grievances and complaints become an indication of the overall health of the organization. The military commander has always this to remember - his mission is to defend the United States from all aggressors - and if there are situations in his command that prevent the crew from operating at peak performance, then those situations will have to be remedied in order that he may fulfill his mission to the best of his ability.

The enlisted man is afforded a chance to present his complaints to his commanding officer. Such procedure is formal and is similar to the industrial procedure. The procedure is time consuming and expensive. Again, in the naval situation, speed in handling the grievance is important. The purpose of this study is to investigate the possibility of teaching division officers interviewing techniques so that they can get at the facts in the case and take corrective action if it is within their authority. The division officer, like the supervisor, is closest to the men and can tell when the attitudes and emotions of his men indicate that corrective action is indicated. In this area the division officer can be of great assistance to his commanding officer. He is on the spot and can take corrective action before the grievance builds up to the point where it is damaging to the morale of the crew. There are two courses of action open to the division officer: first,

he can take corrective action if it is within his authority, and second, if it is without his authority, he can advise his superiors who can take the necessary corrective action.

As can be seen, grievances and complaints are of great importance in the naval situation. They affect combat efficiency, and in so doing, become of vital concern to all hands.

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take his position and take the necessary corrective

action.

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importance in the moral situation. They affect every

activity, and in so doing, beyond of vital concern to all

life.

CHAPTER III

PRESENT STATUS OF GRIEVANCE PROCEDURES IN THE NAVY AND IN INDUSTRY

Introduction

There are numerous kinds of grievance machinery in operation in industry at the present time. In the unionized industry alone, Lester estimates that there are over 100,000 labor management contracts signed each year.¹ Lapp, however, is more conservative in estimating that in the year 1945 there were 50,000 labor-management contracts which contained some kind of provision for grievance handling.²

In addition to the above, which pertain only to unionized industry, there are also many procedures present in non-unionized companies. The conditions here instead of being spelled out in contracts are contained in company manuals of personnel principles and policies.³

The Navy situation is similar to the non-unionized procedure in that the grievance procedures become a matter

¹ Richard A. Lester, Labor and Industrial Relations, New York: The MacMillan Company, 1941, p. 161.

² John A. Lapp, How To Handle Labor Grievances, Deep River: National Foreman's Institute Inc., 1945, p. 24.

³ "Grievance Procedures in Non-unionized Industries," National Industrial Conference Board Inc., Report No. 109, pp. 8-9.

PRESENT STATE OF BELIEF IN THE
FUTURE OF THE INDUSTRY

Introduction

There are numerous signs of relative stability in
operation in industry at the present time. In the union-
ized industry alone, fewer estimates than there are over
100,000 labor-management contracts signed each year.¹ Also,
however, it is more conservative in estimating that in the
year 1937 there were 70,000 labor-management contracts
which contained some kind of provision for grievance pro-
cedure.²

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unionized industry, there are also many procedures present
in non-unionized companies. The conditions have instead of
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¹ Richard A. Lester, Labor and Industrial Relations,
New York: Macmillan Company, 1931, p. 101.

² John A. Lipp, How to Handle Labor Grievances,
New York: National Personnel Institute, Inc., 1937, p. 24.

³ "Grievance Procedures in Non-Unionized Industries,"
National Industrial Conference Board Inc., Report No. 109,
p. 3-7.

of personnel policy within the command. Although not spelled out in detail, the regulations for the Navy do establish the right of the individual to express a grievance, but leave the administrative procedures to the discretion of the local commander.

Although the procedures are many in number, they all have a common goal - that goal being to give the employee a channel of communication for the expression of complaints to management. The grievance procedures do, however, differ in some respects. The two major points of difference are these; first, the procedures will differ in the number of steps outlined; and, secondly, the machinery will differ in the details involved in the steps. These differences are only to be expected because the size of the company will have a great deal to do with organization of the grievance procedures.

The study will be concerned mostly with the details of the first step in the grievance procedures, because it is here that the supervisor and division officer play such an important part. A typical five step grievance procedure will, however, be presented so that the reader will have a picture of the overall process.

Grievance procedures for the Navy, unionized, and non-unionized industry will be presented. In each of the cases, the formal aspects of the grievance procedures will

of personnel policy within the company. Although not spelled out in detail, the regulations for the navy do establish the right of the individual to exercise a right of appeal, and leave the administrative procedures to the discretion of the local command.

Although the procedures are many in number, they all have a common goal - that goal being to give the employee a feeling of participation in the administration of the company. The personnel procedures do, however, differ in many respects. The two major points of difference are: first, the procedures will differ in the number of steps involved; and, secondly, the methods will differ in the details involved in the steps. These differences are only to be expected because the size of the company will have a great deal to do with organization of the personnel procedures.

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Personnel procedures for the navy, however, and non-military industry will be presented. In each of the cases, the legal aspects of the personnel procedures will

only be discussed, and they will be discussed only as they apply to the operative employee. No attempt will be made to discuss grievance procedures as they apply to "white collar" workers, or as they apply to management when it has a grievance against the work force.

General Background

In the writings of Lapp,⁴ there are indications that formal grievance procedures date back to 1892. In the year 1892, the Chicago Publishers Association and the Typographical Union signed an agreement which contained the following phrase "that all disputes arising out of the interpretation of the contract should be settled by conciliation and arbitration." The Chicago agreement of 1892 was followed on a national scale when in 1901 the International Typographical Union and the American Newspaper Publishers Association signed a contract that provided for a nationwide plan for the settlement of disputes. Because of the hard coal strike in 1902, the Anthracite Strike Commission ordered the coal industry to establish "satisfactory methods for the adjustment of grievances that may arise from time to time to the end that strikes and lockouts may be unnecessary." The flint glass industry followed in 1903

⁴ Lapp, op. cit., pp. 9-22.

only be discussed, and they will be discussed only as they apply to the operative employee. No attempt will be made to discuss evidence procedures as they apply to "other" matters, or as they apply to management when it has a grievance against the work force.

General Background

In the opinion of many, there are indications that formal grievance procedures date back to 1895. In the year 1895, the Chicago Railway Association and the International Brotherhood of Teamsters entered into an agreement which contained the following phrase "that all disputes arising out of the interpretation of the contract should be settled by conciliation and arbitration." The Chicago agreement of 1895 was followed on a national scale soon in 1901 the International Brotherhood of Teamsters and the American Newspaper Publishers Association signed a contract that provided for a grievance committee for the settlement of disputes. Several of the most important in 1905, the Automobile Union Commission ordered the local industry to establish "arbitration" committees for the adjustment of grievances that may arise from time to time in the work place and to provide for an arbitration committee. The first labor industry followed in 1905

when they established a process which provided for the following steps in an attempt to settle grievances:

1. The employee and his foreman
2. The union business committee and the department head
3. The business committee and the plant superintendent
4. The local union committee, the plant superintendent, and his superior
5. The national president of the union or his representative, and the proper officials of the company
6. The national joint conference whose decision is final and binding

Following the Flint Glass Industry, the next, and probably the most significant step in the development of grievance procedures, was that contained in the agreement between the Hart, Schaffner, and Marx Company and the clothing workers in Chicago. The organization of this plan, which is one of the best, deserves detailed explanation.

In 1910, the workers in the clothing industry walked out of the shops in which they worked. An investigation into the cause of the strike revealed that it was not one single grievance that caused the walkout, but it was the accumulation of a mass of grievances which had not been settled. As a result of this, the Hart, Schaffner, and Marx Company and the clothing workers signed a contract in 1911 which contained a democratic method for settling grievances.

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1. The employee and his foreman
2. The union business committee and the company representative
3. The business committee and the plant superintendent
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In 1910, the workers in the clothing industry raised one of the steps in which they worked. An investigation into the cause of the trouble revealed that it was not one single person but several who caused the trouble, and it was the establishment of a case of grievance which had been given effect. As a result of this, the West, Coughlin, and Marx Company and the clothing workers signed a contract in 1911 which contained a democratic method for settling grievances.

The company set up a labor complaints department and two boards, the trade board and the arbitration board, which were to handle the grievances of the workers. The plan has worked so well that the boards are still in existence.

The steel industry was slower in establishing its grievance machinery. It was not until the widespread strike of 1919 that the steel industry became aware of the importance of grievances. In that strike, as in the case of the clothing workers strike of 1910, the cause was an accumulation of unsettled, suppressed grievances. The lesson was learned, and grievance machinery was established in that industry.

During the 1920's, management began to sense that the major cause for their workers unrest was their own failure to provide the workers with channels which could be used to express their complaints to higher officials. To accomplish their objectives, management set up employee representation plans to handle grievances. Although this type of plan did handle the grievance more quickly, and it helped to reduce the arbitrary powers of the supervisor, the workers did not have the unions back of them and consequently did not want to jeopardize their positions by using the system.

The discussion has so far carried the history of grievance procedure through the 1920's. The following

The company has a large commercial department and has
 made the trade board and the industrial board, which
 have to handle the interests of the workers. The main
 has worked up till that the board was still in existence.

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The workers did not use the union scale of rates and the

reference did not lead to recognition their position of

equal the system.

The discussion has so far covered the history of

reference systems through the 1920's. The following

discussion will cover the later developments of grievance procedures and their current application in the Navy, unionized, and non-unionized industry.

The presentation of grievances in industry has become fairly standardized. In unionized industry, the process can involve from one to seven steps.⁵ On the other hand, non-unionized procedures vary from two to six steps.⁶ The size of the organization appears to be the criterion for determining the number of steps involved. Small companies will usually set up grievance procedures that will contain only two or three steps, while large firms will have contracts or personnel policies that will stipulate six or seven steps to be followed. Other factors which contribute to the number of steps contained in the procedures are listed as follows: (1) the size and organization of the bargaining unit, (2) the number of managerial levels, and (3) union and management policies of delegating authority to their representatives.⁷

⁵ "Grievance and Arbitration Procedures," U. S. Department of Labor, Bureau of Labor Statistics, Bulletin No. 908-16, U. S. Government Printing Office, 1950, pp. 22-26.

⁶ National Industrial Conference Board, Inc., op. cit., p. 8.

⁷ U. S. Department of Labor, op. cit., p. 22.

Discussion will cover the latest developments of experience
 procedures and their current application in the Navy.

Unpublished, non-estimated industry.

The presentation of experience in industry has become
 fairly standardized. In unclassified industry, the process can
 be divided into two main steps.² In the other hand, non-
 unclassified procedures vary from two to six steps.³ The size
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 two or three steps, while large firms will have procedures
 on personnel policies that will include six or seven steps
 to be followed. Other factors which contribute to the
 number of steps contained in the procedures are listed as
 follows: (1) the size and organization of the company;
 (2) the number of personnel levels; and (3) the
 and management policies of delegated authority; to which
 procedures.⁴

² "Experience and Appraisal Procedures," U.S.
 Department of Labor, Bureau of Labor Statistics, William
 H. Calkins, U.S. Government Printing Office, 1950, pp.
 55-56.

³ National Personnel Conference Board, Inc.,
 pp. 51, 52.

⁴ U.S. Department of Labor, pp. 55, 56.

- (1) The grievance is heard by the foreman or department head and the shop steward, together with the employee or employees involved.
- (2) If not settled in step (1), the grievance is considered by the union steward, the chairman of the grievance committee, and the personnel manager or other management representative selected by him.
- (3) If not settled in step (2), the grievance is considered by the entire grievance committee and the plant manager.
- (4) If not settled in step (3), the grievance is considered by the plant manager and a designated representative of top management (usually someone from the company's industrial relations staff), together with an international representative of the union and the grievance committee.
- (5) If not settled in step (4), the grievance is referred to an impartial arbitrator selected by the designated representatives of management and the union (or, as alternative, the final step may be referring the grievance to a board of conciliation or meditation, with one or more representatives of management and the union and a neutral member selected by both parties.)⁸

The foregoing will give an idea of the steps and procedures involved in the presentation and handling of grievances.

The discussion that follows will not consider all the steps involved in the grievance process, but will be limited to a consideration of the first step in the chain of events.

The discussion will consider primarily the role that the

⁸ Russel L. Greenman and Elizabeth B. Greenman, Getting Along With Unions, New York: Harper & Brothers, 1947, p. 103.

- (1) The witness is asked by the lawyer, of defendant and the other witness, together with the employee or employees involved.
- (2) If not settled in step (1), the witness is considered by the union steward, the chairman of the witness committee, and the personal manager or other management representative selected by him.
- (3) If not settled in step (2), the witness is considered by the entire witness committee and the plant manager.
- (4) If not settled in step (3), the witness is considered by the plant manager and a designated representative of the union, a designated representative of the company's management (usually someone from the company's industrial relations staff), together with an industrial representative of the union and the witness committee.
- (5) If not settled in step (4), the witness is referred to an impartial arbitrator selected by the designated representatives of management and the union (or, as alternative, the final step may be referring the witness to a board of conciliation or mediation, which may have representatives of management and the union and a neutral member selected by both parties).
- The foregoing will give an idea of the steps and procedures involved in the presentation and handling of witnesses.
- The discussion that follows will not consider all the steps involved in the witness process, but will be limited to a consideration of the steps that in the case of events.
- The discussion will conclude with the role that the

supervisor has to play in the first step in the handling of grievances.

Current Procedures

Non-Unionized Company Procedures. First of all, in non-unionized industry as in unionized industry, there are differences in the scope of the meaning of the word grievance. Some firms place no limitation whatsoever as to what is to be considered as a grievance, while other companies will limit grievances and complaints to misunderstandings about interpretation of printed manuals of company personnel policies. To clarify the above, the following statements are quoted from a report made by the National Industrial Conference Board.⁹ The first instance is one in which there is no limitation set as to what is to be considered as a grievance.

A grievance procedure has been established so that any employee who feels that he has not been justly treated can bring his complaint or problem to the attention of management without fear of reprisal.

The second instance is one that is quoted from the personnel policies that have been established by a New England manufacturing company. In this case, the employer has limited grievance procedures to those areas that involve misinterpretation or misapplication of the established policies.

⁹ National Industrial Conference Board Inc., op. cit., pp. 6-7.

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Current Procedures

non-unionized company procedure. First of all, in non-unionized industry as in unionized industry, there are differences in the scope of the meaning of the word witness. Some firms place no limitation whatsoever as to what is to be considered as a witness, while other companies will limit witnesses and confine to management's about interpretation of related matters of company personnel policies. To clarify the above, the following statements are quoted from a report made by the National Industrial Conference Board. The first instance is one in which there is no limitation set as to what is to be considered as a witness.

A witness procedure has been established in such a way that any employee who feels that he has not been fairly treated can bring his complaint to the attention of management without fear of reprisal.

The second instance is one that is quoted from the personnel policies that have been established by a New England manufacturing company. In this case, the employer has limited witness procedures to those areas that involve management or administration of the established policies.

The limits that are involved are explained in a handbook that contains the company policy.

The handbook you are now reading contains the general personnel policies of the company and any matters referred to in it are not considered subjects for grievances except on application or interpretation of these policies. If an employee believes he has a grievance which is actually covered by these policies or other company policies, the policies will be explained and necessarily must stand.

Although this book contains all general personnel policies of the company, there are other policies and functions of management not included which relate to the conduct of the company's business. These include regular and customary decisions management makes at its discretion in order to carry out successfully its job, and these are not subject to grievance procedure.

As can be seen by the two above examples, there can be considerable variation as to what will be considered by management as grievance material.

The following discussion will pertain to the procedures that were outlined by some fifty-seven companies in non-unionized industry that were studied by the National Industrial Conference Board. The companies each may have different write-ups for their grievance procedures, but this study is concerned primarily with the first step and the role that the supervisor plays in that step.

Of the fifty-seven non-unionized companies studied by the Board, forty-nine of the companies had policies whereby the aggrieved employee first presented his complaint

The limits that are involved are explained in a handbook that contains the company policy.

The handbook for the new reading contains the general personnel policies of the company and any matters referred to in it are not considered subjects for discussion or interpretation of these policies. If an employee believes he has a grievance which is not fully covered by these policies or other company policies, the policies will be explained and handled fairly and equitably.

Although this book contains all general personnel policies of the company, there are other policies and functions of management not included which relate to the conduct of the company's business. These include regular and emergency decisions management makes at its discretion in order to carry out successfully its job, and these are not subject to review or procedure.

As can be seen by the two above examples, there can be considerable variation as to what will be considered by management as experience material.

The following discussion will pertain to the procedures that were outlined by some fifty-seven companies in non-unionized industry that were studied by the National Industrial Conference Board. The companies each may have different rules for their experience procedures, but this study is concerned primarily with the first step and the role that the experience plays in that step.

Of the fifty-seven non-unionized companies studied by the Board, forty-nine of the companies had policies whereby the experience material first presented the candidate

to his immediate supervisor. The other companies were divided as follows: two companies had their employees report their complaints directly to their department heads, another two companies had their workers report their grievances to employee representatives who discussed the merits of the grievance with the employee, and another two companies had the aggrieved laborer report his complaint directly to the plant superintendent. In the remaining two companies, the grievance was reported to the factory manager in one instance, and, in the second instance, it was reported to a junior executive. In the majority of the cases, the supervisor was the first management representative to whom the aggrieved employee presents his complaint. There are various reasons for this scheme. First of all, if the supervisor were to be by-passed, there would be considerable loss of prestige in the supervisor force. In the second place, it is desirable to have the supervisor handle the dissatisfactions first because the nature of most of the grievances is such that he can settle the majority of them with a minimum loss of time.¹⁰ There are exceptions to the "foreman first" rule, and some of the companies waive this rule under special circumstances. An example of the special circumstance would be when the worker believes the foreman to be personally prejudiced in the complaint. The following

¹⁰ Ibid., pp. 8-9.

to his immediate supervisor. The other two cases were
 divided as follows: Two companies had their employees
 report their complaints directly to their department heads,
 another two companies had their employees report their complaints
 through the employee representative who discussed the matter
 of the complaint with the employer, and another two companies
 had the employee report his complaint directly
 to the plant superintendent. In the remaining two companies,
 the complaint was reported to the factory manager in one in-
 stance, and, in the second instance, it was reported to a
 union steward. In the majority of the cases, the super-
 visor was the first management representative to whom the
 employee reported his complaint. There are sev-
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 visor were to be bypassed, there would be considerable
 loss of prestige in the supervisory force. In the second
 place, it is desirable to have the supervisor handle the
 complaint as far as possible because the nature of most of the
 grievances is such that he can settle the majority of them
 with a minimum loss of time.¹⁰ There are exceptions to the
 "company first" rule, and some of the companies make this
 rule under special circumstances. An example of the special
 circumstances would be when the union believes the company
 to be grossly prejudiced in the complaint. The following

are examples of the grievance instructions published by various companies.¹¹ In the first case, the worker is advised to go directly to his supervisor to discuss the complaint.

First go to your foreman or supervisor
and discuss the matter with him....

The second set of instructions explains to the worker that it is the supervisor's responsibility to aid in settling grievance matters.

If things occur in the plant which trouble
you go to your foreman first. It is part
of his job - to help you in such matters....

The last example is one in which the laborer is permitted to by-pass the supervisor.

If you have a grievance, you should take
it up with your supervisor, but if a case
arises where you cannot take it up with
your supervisor, you may go to the person-
nel department representative.

Of the forty-nine companies which had provisions for presentation of the grievance first to the foreman, four of the companies gave the aggrieved employee the option of taking his complaint first to a member of the employee council or labor-management committee. The committee member counseled the aggrieved worker and, if requested, presented the complaint to the foreman for him.¹²

¹¹ Ibid., p. 9.

¹² Ibid., p. 10.

In forty-seven of the fifty-seven companies studied, a worker could have a fellow employee present his grievance for him. This was done because some of the workers thought that a more articulate representative would be better qualified to present the complaint and would be more likely to get a favorable settlement.¹³

As can be seen, the foreman or supervisor play a very important part in the handling of grievances in non-unionized industry. In eighty-six per cent of the companies studied, the foreman was the first management representative to receive the grievance. In fact, the foreman was such an important person that the cooperating companies in the survey presented the following suggestions in order to help the foreman in his job of grievance handling.

1. Be available to the aggrieved as soon as possible.
2. Provide a confidential setting for the discussion.
3. Let the worker speak first. Don't interrupt or 'explode'.
4. Get the whole story. Assemble all the facts.
5. Don't make snap decisions or promises that can't be kept. If an immediate answer is impossible, tell the employee when an answer will be given. Stick to this deadline.

13

Ibid., pp. 10-11.

in the course of the fifty-year companies' studies, a number could have a better employee present his experience for him. This was done because some of the workers thought that a more realistic representative would be better qualified to present the material and would be more likely to get a realistic assessment.¹²

As can be seen, the Foreman or supervisor plays a very important part in the handling of experience in non-unionized industry. In eighty-six per cent of the companies studied, the Foreman was the first subject representative to receive the experience. In fact, the Foreman was such an important factor that the cooperating companies in the survey requested the following suggestions in order to help the Foreman in his job of experience handling.

1. Be available to the employee as soon as possible.
2. Provide a well-thought-out setting for the discussion.
3. Let the worker speak first. Don't interrupt or "explain".
4. Don't make any reply, however, all the time.
5. Don't make any decision or promise that can't be kept. If an immediate answer is impossible, tell the employee that an answer will be given. This is the best.

6. Weigh alternative solutions. Analyze each in terms of company policy and employee morale. Select the best alternative. If necessary, consult with superiors, using proper channels.
7. Inform the employee of your answer. Acknowledge the facts that support his case. Supply the facts about which he is ignorant or lacks understanding.
8. End the interview on a pleasant note. If he is still dissatisfied, inform him of his right to appeal higher.
9. Check up on the employee's progress and morale after the case has been closed.
10. Carry out any promises involved in the solution.¹⁴

The foregoing list explains fully the importance of the supervisor in the handling of grievance cases. In this instance, the supervisor uses the interview method to get the facts of the case so that he can take appropriate action in solving the problem.

Unionized Company Procedures. As in the non-unionized industry, there are several forms which can be used by the aggrieved worker to present his grievance to his foreman.

There are differences in opinion as to whether or not the employee should be permitted to present his grievance personally on the first step of the proceedings. The union would like to participate in the grievance machinery

6. Again administrative personnel, including those in terms of company policy and employee welfare, should be kept abreast of the situation. It is necessary, especially with employees, to keep them informed.
7. Inform the employees of your company. Inform the labor union that support is being given. The labor union should be in agreement on these matters.
8. And the interview on a pleasant note. If so, it will be a success. Inform him of the result as a final step.
9. Check on the employee's progress and advise after the case has been closed.
10. Carry out any promises made in the interview.

The foregoing list outlines fully the importance of the supervisor in the handling of interview cases. In this instance, the supervisor was the interviewee asked to give the facts of the case so that he can take appropriate action in solving the problem.

Interviewing Company Personnel, as in the non-unionized industry, there are several forms which can be used by the interviewee before he presents his interview to his supervisor.

There are differences in opinion as to whether or not the employee should be permitted to present his interview personally or the first step of the procedure. The union would like to participate in the interview company

in all the steps in order to insure uniform enforcement and equitable administration of the contract. This, however, is not the only reason for the union's desire to participate in the first step of the grievance procedure. They state the following as some of the reasons for the union steward to be involved in the first step: (1) he is best qualified to represent the worker and will get the best settlement, and, (2) the union should have the opportunity to screen all complaints so that they could screen out unjustified complaints thereby saving valuable time.¹⁵ In addition to the above reasons for the union's desire to participate, Pfiffner lists the following: after aggressive and militant unionism has won a long and hard fought battle with an industry not previously unionized, the relationships between the company and the union will remain militant and filled with distrust for many years, and in these circumstances the union will do everything in its power to cement its relations with the employees. The union will want to be present at all grievances procedures so that they can prevent any attempt by management to drive a wedge between the workers and the union.¹⁶ The union is

¹⁵U. S. Department of Labor, op. cit., p. 12.¹⁶John M. Pfiffner, The Supervision of Personnel New York: Prentice-Hall Inc., 1951, p. 375.

in all the ways in which it is necessary to have uniformity
and systematic administration of the contract. This, how-
ever, is not the only reason for the union's desire to
participate in the first step of the grievance procedure.
They agree the following as some of the reasons for the
union's desire to be involved in the first step: (1) as it
best qualified to represent the worker and will not be
best equipped, and, (2) the union should have the oppor-
tunity to present all complaints so that they could enter
one unified complaint thereby saving valuable time.¹
In addition to the above reasons for the union's desire to
participate, it is also the following: after extensive
and sincere mediation has been a long and hard fought
battle with an industry not previously united, the re-
lationship between the company and the union will remain
strained and filled with distrust for many years, and in
these circumstances the union will do everything in its
power to cement its relations with the employees. The union
will want to be present at all grievance procedures so
that they can observe any attempt by management to give
a wedge between the workers and the union.² The union is

¹ L. V. Department of Labor, op. cit., p. 12.
² John A. Winters, The Organization of Personnel
New York: Grunice-Hall Inc., 1931, p. 375.

ever fearful of management attempting to gain the workers loyalty at the expense of loyalty to the union.

The order of presentation of the grievance differs in union contracts. In most all the cases, the supervisor is involved in the first step, and, as in non-unionized industry, becomes a very important member in the processing of grievances. The examples below will give the reader an idea of how grievances are presented in unionized industry and of the important part that the supervisor plays in the handling of grievances.

Section I. Any employee, or group of employees having a grievance shall first present it to a committeeman who shall immediately present it to a department foreman in the presence of the aggrieved employee or group of employees; collectively they shall make every reasonable effort to effect a settlement satisfactory to the aggrieved employee or group of employees....¹⁷

The following is the manner in which the first step was set up in a contract involving the Linderme Tube Company of Euclid, Ohio.

2. First Step. This is the informal stage and a grievance may be handled by an employee and his foreman or through a member of the union shop committee and the foreman of the department involved....¹⁸

¹⁷

Agreement between the Houghton Electric Company and United Automobile Workers AF of L Toledo, Ohio, May 12, 1950.

¹⁸

Agreement between Linderme Tube Company and Federal Labor Union AF of L, Euclid, Ohio, Jan. 14, 1947.

ever level of management responsibility to make the workers
loyalty of the expense of loyalty to the union.

The order of presentation of the evidence differs
in each case. In each of the cases, the presentation

is limited to the first step, and, as is well-known
industry, makes a very important point in the presentation
of evidence. The examples below will give the reader an
idea of how the evidence are presented in various industry
and of the important point that the supervisor plays in the
handling of evidence.

Section 1. Any employee, or group of em-
ployees having a grievance shall first
present it to a representative and shall
immediately present it to a representative
before in the presence of the employee
employee or group of employees; collect-
ively they shall make every reasonable
effort to effect a settlement satisfactory
to the employee or group of
employees....17

The following is the manner in which the first step was set
up in a contract involving the Linotype Type Company of

Cleveland, Ohio.

5. First step. This is the informal stage
and a grievance may be handled by an employee
and his foreman on through a member of the
union shop committee and the foreman of the
department involved....18

Agreement between the Linotype Electric Company
and United Typographic Workers of America, Local 100,
Cleveland, Ohio, 1937.

Agreement between Linotype Type Company and
Federal Labor Union of America, Local 100, 1937.

The following contract permits the foreman and the aggrieved party to attempt to settle the grievance in an informal way before resorting to the formalized steps.

Step 1. An employee (or group of employees) who has not been able to adjust an alleged grievance in an informal way, shall present such alleged grievance in written form to his foreman and discuss it in the presence of the appropriate Grievance Committeeman, if the employee involved so elects....¹⁹

The contract with the Martin-Parry Company sets up the grievance machinery in the following manner.

Section 1. An employee having a grievance shall first present it to the department steward. If the department steward believes the employee to have a real grievance, same shall be reduced to writing in triplicate form and presented to the foreman of the department. The foreman, the employee, and the steward shall make every reasonable effort to effect a settlement, satisfactory to the aggrieved employee....²⁰

The F. H. Lawson Company gives the foreman the first chance to attempt to settle the grievance.

27. Should any employee believe he or she has been unjustly dealt with, or that any provision of this agreement has been violated, the case should be taken to the foreman, superintendent, and next higher officer of the company, each in his respective order, by the shop committee.²¹

¹⁹ Agreement between The Armco Steel Corp., Ashland Division, and The United Steel Workers of America, 1948.

²⁰ Agreement between the Martin-Parry Corporation, Toledo, Ohio and The United Automobile, Aircraft and Agricultural Implement Workers of America, June 1, 1948.

²¹ Agreement between The F. H. Lawson Company and The International Assoc. of Machinists, Polishers, and Buffers, for 1950-1951.

The following contract was made between the Government and the employees
 before resorting to the compulsory steps.

1. An employee (an agent of employees)
 who has been able to adjust his wages
 reference in an informal way, shall present
 such alleged reference to the Government
 his Government and discuss it in the presence
 of the appropriate Government Commission.
 If the employee involved is absent....

The contract with the American-United Company was in the
 following manner.

1. An employee having a reference
 shall first present it to the Government
 agent. If the Government agent cannot
 adjust it to the employee's satisfaction, then
 the employee shall present it to the
 Government Commission. The Government, the employee, and
 the Government agent shall meet to discuss
 the reference. If the reference is not
 adjusted to the satisfaction of the employee...

The F. B. I. report states that the following is the
 contract between the Government and the employees.

1. An employee who has a reference
 shall first present it to the Government
 agent. If the Government agent cannot
 adjust it to the employee's satisfaction, then
 the employee shall present it to the
 Government Commission. The Government, the employee, and
 the Government agent shall meet to discuss
 the reference. If the reference is not
 adjusted to the satisfaction of the employee...

1. Agreement between the American-United Company and
 the Government and the United Steel Workers of America, 1938.
 2. Agreement between the American-United Company and
 the Government and the United Steel Workers of America, 1938.
 3. Agreement between the American-United Company and
 the Government and the United Steel Workers of America, 1938.
 4. Agreement between the American-United Company and
 the Government and the United Steel Workers of America, 1938.
 5. Agreement between the American-United Company and
 the Government and the United Steel Workers of America, 1938.

The union agreement between the Timken Roller Bearing Company and the United Steel Workers of America discussed the handling of grievances in the following manner.

Any employee who has a complaint may discuss the alleged complaint with his immediate supervisor in an attempt to adjust it. Any such complaint not so adjusted shall constitute a grievance within the meaning of this article 'Adjustment of Grievances!'²²

As can be seen, the procedures to be followed in the union contracts are numerous, and in each of the cases mentioned, the foreman is involved in the first step. In a study recently completed by the U. S. Department of Labor,²³ numerous procedures for the presentation of grievances were depicted, but, in no case did the procedures outlined for the first step by-pass the supervisor. It is fair to assume that the supervisor is involved in the first step in almost all systems devised for the handling of grievances.

A study of the union contracts on file with the Bureau of Business Research, The Ohio State University, Columbus, Ohio, revealed that in 208 union contracts out of the available 395, the aggrieved employee and the foreman were the two people involved in the first step. Although this 53% in unionized industry is not so high as the 86%

²²

Agreement between The Timken Roller Bearing Company and The United Steel Workers of America, 1947.

²³

U. S. Department of Labor, op. cit., pp. 13-15.

The union agreement between the United Brotherhood of Carpenters and Joiners of America and the United Brotherhood of Carpenters and Joiners of America is as follows:

Any employee who has a complaint may discuss the alleged complaint with his immediate supervisor in an attempt to adjust it. If such an attempt is not successful, the employee may then file a complaint with the manager of this plant. The management of this plant will

as can be seen, the procedure to be followed in the union contract is somewhat different, and in each of the cases mentioned, the former is involved in the first step. In a study recently completed by the U. S. Department of Labor,¹ it was found that the procedure of grievance was again different for the administration of grievance cases. In the case of the procedure outlined for the first step of the grievance, it is to be assumed that the supervisor is involved in the first step in which all cases referred for the resolution of grievance.

A study of the union contract in this case was made by the National Labor Relations Board, The Ohio State University, Columbus, Ohio, revealed that in 1938 when contracts were made for the first time, the grievance employee and the foreman were the parties involved in the first step. Although this is not unusual industry is not as strict as the one

¹ Agreement between the United Brotherhood of Carpenters and Joiners of America and the United Brotherhood of Carpenters and Joiners of America, 1937. U. S. Department of Labor, pp. 25-26.

for non-unionized industry, the percentage is still impressive. The figure becomes very impressive when one stops to think that it becomes possible to process grievances 53% of the time without union representatives being involved in the process.

The above presentation will give the reader an idea of the grievance proceedings as they are carried out in the first step in unionized industry. As in non-unionized industry, the supervisor for unionized industrial firms becomes a very important managerial representative in the handling of grievances.

Naval Grievance Procedures

The grievance procedures for the military are most like those of the small industrial concern. As mentioned before, the grievance procedures are established by each commanding officer for the organization that he commands. The authority for the establishment is contained in the following article contained in the Navy Regulations.²⁴

0709 The Commanding Officer

1. Use all proper means to promote the morale, and to preserve the morale and spiritual well being of the personnel under his command....

.... 3. Afford an opportunity, with reasonable restrictions as to time and

²⁴ United States Navy Regulations 1948, Washington: United States Government Printing Office, Article 0709.

for non-unionized industry, the percentage is still in-
 creasing. The figure becomes very impressive when one stops
 to think that it becomes possible to process thousands of
 of the same articles under representative union control
 in the process.

The above presentation will give the reader an idea
 of the extensive operations as they are carried out in the
 field also in unionized industry. As in non-unionized in-
 dustry, the responsibility for unionized industrial firms becomes
 a very important managerial responsibility in the handling
 of materials.

Level Production Procedures

The extensive procedures for the military are most
 like those of the small industrial concern. As mentioned
 before, the production procedures are established by each
 committee either for the production unit or company.
 The authority for the establishment is contained in the
 following article registered in the Navy Regulations.²¹

5777 The Commanding Officer

1. The all proper means to preserve
 the morale, and to preserve the morale
 and discipline will be maintained
 under the command....
 2. Allowed an opportunity, when
 reasonable conditions are to the end

²¹ United States Navy Regulations 1910, Regulations
 under the command of the Commanding Officer, Article 5777.

place, for the personnel of his command to make requests, reports, or statements to him, and shall insure that they understand the procedures for making such requests, reports, and statements.

The procedure to follow out the above requirements is generally left to the commanding officer's discretion. The standard procedure is for the commanding officer to establish a request mast. This means that the personnel of the command are made aware that any complaints, grievances, or requests that they have can be made known to the commanding officer by the following process. A form is made available to the individual desiring the request mast. On the form the sailor states the nature of his complaint or request and presents it to his division office for signature. The division officer looks at the complaint, talks to the man, and returns the signed form to the sailor. The man next presents the form to the Administrative Officer, who, in turn presents it to the Executive Officer. The Executive Office advises the Commanding Officer of the sailors request mast form and makes an appointment for the sailor to see the commanding officer where the nature of the reason for the request can be aired.

The annual inspection by the Navy Inspector General affords another opportunity for the men of the command to present grievances. During this inspection, a special office is established where all hands are permitted to

place, for the personnel of his command to make requests, reports, or statements to him, and shall insure that they understand the procedure for making such requests, reports, and statements.

The procedure to follow for the above requirements is as follows:

1. The commanding officer's attention is called to the fact that the above requirements are as follows:

2. The procedure to follow for the commanding officer to establish a request must. This means that the personnel of

the command are made aware that any complaints, suggestions, or requests that they have can be made known to the commanding officer by the following process. A form is made available to the commanding officer for the request made. On the

form the sailor states the nature of his complaint or request and presents it to his division officer for signature.

The division officer looks at the complaint, takes to the commanding officer the signed form for his review. The commanding officer then presents the form to the Administrative Officer, who

in turn presents it to the Executive Officer. The Executive Officer then presents it to the Commanding Officer of the ship's request

and returns the signed form to the sailor. The sailor then presents the form to the Administrative Officer, who

in turn presents it to the Executive Officer. The Executive Officer then presents it to the Commanding Officer of the ship's request

and returns the signed form to the sailor. The sailor then presents the form to the Administrative Officer, who

in turn presents it to the Executive Officer. The Executive Officer then presents it to the Commanding Officer of the ship's request

and returns the signed form to the sailor. The sailor then presents the form to the Administrative Officer, who

in turn presents it to the Executive Officer. The Executive Officer then presents it to the Commanding Officer of the ship's request

and returns the signed form to the sailor. The sailor then presents the form to the Administrative Officer, who

in turn presents it to the Executive Officer. The Executive Officer then presents it to the Commanding Officer of the ship's request

and returns the signed form to the sailor. The sailor then presents the form to the Administrative Officer, who

in turn presents it to the Executive Officer. The Executive Officer then presents it to the Commanding Officer of the ship's request

and returns the signed form to the sailor. The sailor then presents the form to the Administrative Officer, who

in turn presents it to the Executive Officer. The Executive Officer then presents it to the Commanding Officer of the ship's request

and returns the signed form to the sailor. The sailor then presents the form to the Administrative Officer, who

present their troubles and complaints without fear of reprisal. The identity of the person presenting the grievance is never revealed. The local commanders are advised of the grievances so that they can take appropriate action. The purpose of this type of method for expression of grievances is to give the individual with the suppressed grievance a chance to air the complaint. In as much as his identity remains concealed, he has no fear of reprisal.

Importance of the First Step In Grievance Procedures

The very first step in the grievance procedure is usually a very informal one in which the employee presents his complaint to his immediate supervisor. The complaint is presented informally and an oral discussion follows. In many cases, the supervisor who is approachable and who listens sympathetically to the complaint can settle most grievances on the spot. Lapp estimates that nine-tenths are settled directly by the foreman if he has the power to effect the settlement.²⁵ Greene also indicates that "about ninety per cent of all grievances that are brought to the attention of the foreman are settled in this first stage."²⁶ In his discussion of the first step in grievance procedures, Lapp²⁷ points out that the first presentation of the griev-

²⁵ Lapp, op. cit., p. 91
²⁶ Greene, op. cit., p. 99.
²⁷ Lapp, op. cit., pp. 90-91.

ance is usually oral, but it can be written. If the settlement is made by the supervisor, no further action is necessary, and no written record is made of the complaint. If, however, the dissatisfaction is not settled by the supervisor, then, in the majority of the cases, the grievance for the first time is reduced to writing and is referred to the next step in the process. The employee with the complaint has the option in union contracts of either presenting the complaint alone or accompanied by the union steward, but as was previously pointed out the employee presents the grievance by himself in the majority of the cases.

The importance of the supervisor in handling grievances in the first step has gained legal significance by the passage of the Labor-Management Relations Act of 1947 which modified section 9(a) of the National Labor Relations Act to read as follows:

Provided, That any individual employee or group of employees shall have the right at any time to present grievances to their employer and to have such grievances adjusted, without the intervention of the bargaining agent, as long as the adjustment is not inconsistent with the terms of the collective-bargaining contract or agreement then in effect: Provided further, that the bargaining representative has been given opportunity to be present at such agreement.²⁸

and it usually will, but it can be varied. If the union
 want it made by the supervisor, no further action is nec-
 essary, and no witness record is made of the complaint. If,
 however, the classification is not settled by the super-
 visor, then, in the majority of the cases, the witnesses
 for the time being is required to witness and is referred
 to the next step in the process. The employee with the
 complaint has the option in some instances of either pre-
 senting the complaint alone or accompanied by the union
 steward, but he has previously informed the employee
 presents the witnesses by himself in the majority of the
 cases.

The importance of the supervisor in handling griev-
 ances in the first step has gained legal significance by
 the passage of the Labor-Management Disputes Act of 1947
 which modified section 9(a) of the National Labor Relations
 Act to read as follows:

Provided, that any individual employee or
 group of employees shall have the right at
 any time to present witnesses to their em-
 ployer and to have such witnesses assisted,
 without the intervention of the bargaining
 agent, insofar as the adjustment is not for
 consistent with the terms of the collective-
 bargaining contract or agreement then in effect.
 Further, and the bargaining repre-
 sentative has been given opportunity to be present
 at such adjustment.

This section has been interpreted by management to mean that it should have the privilege of being present at the discussion of grievances by employees.²⁹ The result has been this. In most cases, an employee or a group of employees present a complaint directly to the supervisor with or without the union steward. The provisions of section 9(a), however, still provide that the union be given the opportunity to be present, and that the action taken by the company be consistent with the terms of the contract.

As was previously indicated, the supervisor and employee were the only participants in the first step in the grievance procedure in 86% of the time in non-unionized industry. Based on the information that it gathered, the National Industrial Conference Board stated that in thirty-eight out of the fifty-seven companies cooperating, 70% to 85% of the grievances were being settled in the first step of the grievance machinery.³⁰

As has been indicated, the majority of grievances in industry are being settled in the first step. What are some of the principles being used to accomplish this end? How are supervisors being trained to handle this task? If the supervisor can settle grievances at the first level,

²⁹ Bulletin 908-16, U.S. Department of Labor, op. cit., p. 16.

³⁰ National Industrial Conference Board Inc., op. cit., p. 18.

This section has been interpreted by management to mean that it should have the privilege of being present at the discussion of evidence by employees.²⁹ The result has been that, in most cases, an employee or a group of employees present a complaint directly to the supervisor with or without the union steward. The procedure of section 9(a), however, still provides that no notice be given the opportunity to be present, and thus the union steward by the company be consistent with the terms of the contract. It was previously indicated, the supervisor and employees were the only participants in the first step in the grievance procedure in 1946 at the time it was introduced. Based on the information that is gathered, the National Industrial Conference Board stated that in industry about 61 of the fifty-seven companies cooperated, 702 to 592 of the employees were being awarded in the first step of the grievance procedure.³⁰

As has been indicated, the majority of grievances in industry are being awarded in the first step. When the case of the principles stated when to accomplish this work the supervisor is not required to handle both parts. It has suggested that the employees at the first level,

²⁹ Bulletin 900-16, U.S. Department of Labor, 2c.
³⁰ op. cit., p. 11.
³¹ op. cit., p. 11.

and thereby reduce cost of carrying the grievance further in the process, certainly the methods used deserve some study.

Grievances are evidenced also in the Navy. In the following chapter, a study will be made of the methods used by supervisors in solving their grievances. It is hoped that the methods will have factors which can be applied in the naval situation.

and thereby reduce cost of carrying the telephone lines in the process, certainly the method used deserves some study.

Advantages are advanced also in the fact, in the following chapter, a study will be made of the methods used by experimenters to relieve their experiences. It is noted that the method will have features which can be applied in the present situation.

CHAPTER IV

INTERVIEWING AND ITS APPLICATIONS AND USE IN THE FIRST STEP IN GRIEVANCE PROCEDURES

Background

Before discussing interviewing methods and rules, it is appropriate to have a practical knowledge of some of the uses that industry has made of the interviewing technique, and the importance of this device in dealing with grievance cases.

One must realize that there are similar situations in both unionized and non-unionized industry, that create conditions favorable to the settlement of grievances at the first level of supervision. As Williams states,¹ "friendliness and sincere interest in the welfare of an individual is not yet barred in any collective agreement with which I am familiar." The foregoing statement will serve to indicate management's awareness of the human relations problem involved in the industrial relations scene. It also serves to indicate that management has become aware of the dignity of the individual. Alex Bevelas² shows

¹ Parker C. Williams, "Ways to Handle Grievances," Factory Management and Maintenance, Dec. 1947, p. 234.

² Alex Bevelas, "Role Playing and Management Training," Sociatry, June, 1947, p. 183.

INTERVIEWING AND ITS APPLICATIONS AND
HOW IS THE FIRST STEP IN INTERVIEWING?

Background

Before discussing interviewing as a science and art, it is imperative to have a practical knowledge of some of the ways that industry has used of the interviewing technique, and the importance of this device in dealing with various cases.

One must realize that there are similar situations in both unskilled and non-unskilled industry, that create conditions favorable to the selection of interviewers at the first level of supervision. As Williams states,¹ "Friendliness and sincere interest in the welfare of an individual is not yet enough in any selective employment work when I am called." The foregoing statement will serve to indicate management's awareness of the human relation problem involved in the industrial relation scene. It also serves to indicate that management has become aware of the dignity of the individual. After having² stated

¹ Thomas C. Williams, "Keys to Good Interviewing," Factory Management and Maintenance, Dec. 1947, p. 424.
² After having, "The Planning and Management of Interviewing," Industry, June, 1947, p. 123.

in his writings that the greatest source of management's trouble can be traced to poor handling of human relations problems that exist within the company. Management has become very much interested in this problem and has set about to solve it. Evidences of the advance that management has made is seen in the great number of grievances that are now settled in the first step of the grievance procedure.

Management has realized that the supervisor is its closest representative to the work force, and, as such, the supervisor has been impressed with the importance of setting grievances at the first level of supervision. The Personnel Journal for December, 1949, contained the following statement:

It is your (supervisor) responsibility to close out at your level as many issues as you possibly can.³

Gardiner, in his discussion of the grievance problem,⁴ likewise points out the importance of the role that the foreman plays in the settlement of complaints. He points out that the supervisor is the logical management representative to handle grievance cases and cites as his reasons the following factors.

³ "Grievances and The New Supervisor," Personnel Journal, December 1949, p. 248.

⁴ Glenn Gardiner, How To Handle Grievances, New York: Elliott Service Company, 1943, p. 3.

in his article that the greatest danger of management's
 would be to leave the poor handling of their relations
 problem and also within the company. Management has be-
 come very much interested in this problem and has set about
 to solve it. However, of late years the management has
 made it clear to the great number of business that the
 one needed in the time with all the present conditions.
 Management has realized that the responsibility is its
 others representative to the very thing, and as such, the
 supervisor has been concerned with the importance of setting
 standards at the first level of supervision. The system
 Journal for December, 1949, contains the following state-

ment: "It is your (supervisor's) responsibility to
 close out of your mind as many issues as
 you possibly can."

Consequently, in the discussion of the business problem,
 it is the business and the importance of the role that the
 business plays in the settlement of business. The point
 but that the supervisor is the logical manager responsible
 effective to handle business cases and thus as his own-
 and the following factors.

¹ "Business and the Supervisor," *Personnel*
 Journal, December 1949, p. 246.
² "Business and the Supervisor," *Personnel*, Dec.
 1949, p. 246.

1. The supervisor is the worker's immediate boss and hence is in the best position to judge the validity of the complaint.
2. The supervisor or foreman is in a position to take immediate action if the correction or solution lies within the scope of his authority.
3. The supervisor should be given the first opportunity to settle the grievance before it is taken over his head. This gives the supervisorial job more prestige.
4. The supervisor should take care of the problems of his workers because it will create a better feeling between the supervisor and the workers if he settles the problem, rather than letting someone higher up in the organization effect the settlement.
5. The worker should have the privilege of appealing the supervisor's decision should he not be satisfied with the settlement.

To summarize, management has become aware of the importance of the position of the foreman, and the contribution that he can make in the prompt settlement of grievances. The foreman is in a position to settle most of the complaints, or, if he is aware of the symptoms of grievances, take corrective action which can remove the source of the irritation.

Current Industrial Practices

If, as has been stated, industry has realized the importance of the role that the supervisor plays in grievance machinery, then what are some of the instructions that

1. The supervisor is the woman's immediate boss and hence is in the best position to judge the validity of the complaint.
 2. The supervisor or foreman is in a position to take immediate action if the supervisor or foreman does not take action within the scope of his authority.
 3. The supervisor should be given the right opportunity to settle the grievance before it is taken over his head. This gives the supervisor a chance to settle the grievance.
 4. The supervisor should take care of the problem of his workers because it will create a better feeling between the supervisor and his workers if he settles the problem, rather than letting someone higher up in the organization affect the settlement.
 5. The worker should have the privilege of appealing the supervisor's decision should he not be satisfied with the settlement.
- The immediate management has several ways of the importance of the position of the foreman, and the control-union relationship in the group settlement of grievances. The foreman is in a position to settle most of the complaints, or, if he is not of the position of settlement, some corrective action which can remove the cause of the grievance.

Current Industrial Practices

If we have read what industry has realized the importance of the role of the supervisor in the settlement of grievances, then what are some of the industrial practices?

have been given to foremen and supervisors concerning the handling of complaints and grievances?

The examples listed below are based on instructions contained in manuals published by the various companies for use by their supervisors.

The Socony-Vacuum Oil Company, Inc., of New York has published a supervisor's handbook containing the following instructions regarding the handling of complaints.⁵

4. Discuss and settle employee problems as they arise.

Most employee problems can be settled fairly and quickly if the supervisor will give them immediate and considerate attention. An approach which has been used successfully by many supervisors is suggested for this kind of situation.

- a. Get The Facts. - Review the record-find out what policies, rules, and customs apply-talk with the individual concerned-be a good listener-get the whole story.
- b. Weigh and Decide-Check practices and policies fit the facts together-consider their bearing on each other-consider what courses of action are possible - consider effect on individuals and group-don't jump at conclusions.
- c. Take Action - Do you need help in handling?-Watch the timing of your action-don't pass the buck-explain clearly the reasons for your action.

⁵ Supervisor's Handbook, Industrial Relations and Training, Eastern Marketing, Socony-Vacuum Oil Co., Inc., April 1949, pp. 9-10.

The examples listed below are based on instructions contained in manuals published by the various companies for use by their employees.

Investigation revealed the handling of securities.
published a newspaper's caption contained the following
The Technology Oil Company, Inc., of New York has

1. *Chlorophyll a* and *Chlorophyll b* content of leaves was determined by the method of Arnon and Whistler (1940).

...the ...
...the ...
...the ...
...the ...
...the ...
...the ...
...the ...

U.S. and the Pacific - Japan the second time

Dr. Robert A. Johnson, Jr., and Dr. Robert A. Johnson, Jr.

cc. This action = Do you want help in bank.

- d. Check Results - How soon will you follow up? How often will you need to check? Watch for changes in attitudes and relationships - Did your action solve the problem?

The Aluminum Company of America also publishes a booklet for use by their foremen and it contains the following information.⁶ The instructions list four areas involved in the handling of complaints. Only two of the areas will be presented, the others will be omitted because they repeat sections b, c, and d, of the above procedure.

Remember when handling grievances check these points.

1. Receive the grievance well
 - Give the man a good hearing
 - Give him your full attention
 - Don't interrupt
 - Ask questions
 - Ask your man to repeat his story
 - Repeat the essentials in your own words
 - Assure him of prompt action
2. Get the facts
 - Check every angle
 - Check company policies and practices
 - Check labor agreement
 - Examine employee's record

Swift and Company had prepared a guide for use by their foremen which, although not as detailed as that prepared by the Aluminum Company of America, does give sound advice. The second, third, and fourth steps in the instructions have been omitted again because they are similar

⁶ Handling Grievances, Training Department, Personnel Division, Aluminum Company of America, p. 9.

A. These things - the same will you follow
 say the other will you
 need to check, but on the
 change in situation and
 relationship - old form
 action and the problem

The Lincoln Company at Lincoln also publishes a book-

let for use of local foremen and is making the following
 information. The foreman's list for each district is
 the basis of comparison. Only one of the areas will be
 presented, the others will be subject because they repeat
 sections 4, 5 and 6 of the above procedure.

Foreman's book making (Lincoln) book
 book book.

I. Review for this book will
 give the book a good basis
 give the book a full attention
 book's interest
 has questions
 let you see to review his book
 report on materials in your own words
 answer the at current action

2. Let the book
 book every book
 book book book book book book
 book book book book book book
 book book book book book book
 book book book book book book

Book and company has reviewed a guide for use by
 their foreman and, although not as detailed as that pre-
 pared by the Lincoln Company at Lincoln, does give some
 advice. The second, third and fourth books in the list
 mentioned have been omitted again because they are similar

5
 Lincoln Company at Lincoln, the book mentioned, reviewed
 Lincoln Company at Lincoln, the book mentioned, reviewed

to those quoted above.

1. Get the facts
 - a. Review the record
 - b. Encourage the employee to tell his story
 - c. Listen, discuss, don't argue, get opinions and feelings.⁷

As will be seen later, when interviewing methods and rules are discussed, the above instructions, although they do not mention interviewing specifically by name, do, however, use techniques established for interviewing.

The foregoing procedures were obtained from unionized companies. There are likewise standard procedures being followed in non-unionized industry. In the companies studied by the National Industrial Conference Board, the cooperators suggested ten general rules for handling grievances. The rules were listed in Chapter III, and, therefore, will not be repeated here.

When the people concerned with this aspect of labor relations were interviewed at the Ranco, Timken, and North American plants in Columbus, Ohio, it was learned that the procedures followed in handling grievances fitted very closely to the pattern already described. At the Ranco plant, Mr. L. E. Lenengood, the personnel director, indicated that, although the supervisors were not given formal training in interviewing techniques, he and his assistants

⁷ Employee Relations, Swift and Company, pp. 24-28.

to those quoted above.

I. Let the reader
 a. Review the records
 b. Interview the employees to tell his story
 c. Interview, discuss, and evaluate
 d. Synthesize and summarize.

As will be seen later, when interviewing methods and rules are discussed, the above instructions, although they do not mention interviewing specifically by name, do, however, use techniques established for interviewing.

The foregoing procedures were obtained from unionized companies. These are likewise standard procedures being followed in non-unionized industry. In the companies studied by the National Industrial Conference Board, the cooperative suggested for general rules for handling employees. The rules were listed in Chapter III, and, therefore, will not be repeated here.

When the people concerned with this aspect of labor relations were interviewed at the General, Electric, and North American plants in Columbus, Ohio, it was learned that the procedures followed in handling employees listed very closely to the pattern already described. At the General plant, Mr. J. E. Lashwood, the personnel director, told that, although the supervisors were not given formal training in interviewing techniques, he and his assistants

Lashwood, J. E., Interviewing, pp. 11-12.

did give them informal instruction in interviewing techniques. He was pleased with the results of the informal training, stating that in the past six years his company had had less than 150 written complaints. He also said that in the majority of the cases that the foreman and the aggrieved employee were able to settle the complaints at the first level of supervision. He attributed the success in settling grievances to the informal training given to the supervisors, and said that at a later date he would like to establish the training on a formal basis.

The procedure followed at the Timken Factory, as explained by Mr. Fink, the factory personnel manager, was similar to that followed by Ranco. Here again the training was informal and the procedures described conform to a great degree with those set forth in most instructions for conducting interviews. Mr. Fink did not have statistics available that would indicate the success of the informal methods in solving grievances at the first level of supervision.

During a conversation with Mr. Dean Chatlin, who is in the industrial relations section at the North American Aviation Plant in Columbus, it was learned that their foremen were given formal training in the handling of grievances. During their eighty hour course, the supervisors are taught interviewing techniques and their application

and give some information in interviewing them. He was placed with the results of the interview. He also said that in the majority of the cases that the workers and the employees were able to settle the complaints at the first level of supervision. He mentioned the workers in settling grievances for the informal training given to the supervisors, and also that at a later date he would like to establish the training on a formal basis.

The procedure followed at the Tilden factory, as explained by Mr. Tilden, the factory personnel manager, was similar to that followed by others. Data again for training was informal and the procedure described continues to be used. He said that those who were in most instances for accounting interviews. Mr. Tilden did not have statistics available that would indicate the success of the informal method in settling grievances at the first level of supervision.

During a conversation with Mr. Dean Chaffin, who is in the industrial relations section at the North American Aviation plant in Columbus, it was learned that their former men were given formal training in the handling of employee grievances. During their early days, however, the supervisors are taught interviewing techniques and their application

to the grievance situation. The supervisors also discuss the handling of grievances in scheduled meetings which are not part of the eighty hour training course. There is also a plant publication in which actual grievances are written up. The foremen then discuss the write up of the case and the manner in which it was handled.

The North American Company had two separate grievance systems in operation, one prescribed by the union agreement, and a second that was designed to handle those grievances that were concerned with things not stipulated in the union contract. The company is well aware of the importance of grievances and the necessity of providing the workers with a channel of communications to top management.

In addition to the companies already mentioned, the following firms also train their supervisors in interviewing techniques. Role playing methods, which involve interviewing techniques, are used at the Johnson and Johnson Company, the American Type Founders, Inc., the Armstrong Cork Company, and the Harwood Manufacturing Company.⁸ Margaret Barron states that role playing is used because "the interview is essentially an unrehearsed play in which the two persons involved are both playwrights and actors

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"Handling The Grievance Problem by Role Playing," Business Week, April 9, 1949, pp. 96-103.

to the telephone situation. The supervisory staff should be handling of telephone in scheduled meeting which are out part of the staff hour training course. There is also a point mentioned in which actual telephone are written up. The former then discuss the side up of the case and the matter in which it was handled.

The North American Company had two separate telephone systems is operated, one controlled by the union agreement, and a second one was obtained to handle those employees that were concerned with union not stipulated in the union contract. The company is well aware of the importance of telephone and the necessity of providing the workers with a channel of communication to top management. In addition to the companies already mentioned, the following firms also train their supervisors in interviewing techniques. Both playing methods, which involve interviewing techniques, are used at the Johnson and Johnson Company, the American Type Foundry, Inc., the Armstrong Corp. Company, and the various manufacturing company.²

However, it is noted that role playing is used because the interview is essentially an unstructured play in which the two persons involved are both participants and actors.

² "Training the Supervisor Through Role Playing," Business Week, April 9, 1957, pp. 90-105.

and the psychodrama is particularly appropriate."⁹

In the discussion that follows, a brief account of the methods and rules to be followed in interviewing will be presented.

Methods of Interviewing

This study will consider the two general and broad approaches to interviewing - the directive approach and the nondirective approach. The two approaches are very broad in scope and it would not be advisable to consider their many facets. A brief description of each type of approach will be presented followed by the general rules which apply to all interviewing.

Directive Type Interview. The title "directive type interview" is misleading. The significance of the title is more in the method used in the interview than in anything else. It is best to think of "directive" as an approach to interviewing. Pfiffner states¹⁰ that in the directive type of interview, the interviewer assumes values and goals, and tries to direct the subject toward them. This approach is much older than the nondirective approach, and is authoritarian in nature. The directive type of interview assumed that intellect, diagnosis, and

⁹ Margaret E. Barron, "Role Practice in Interview Training," Sociatry, June, 1947, p. 198.

¹⁰ John W. Pfiffner, The Supervision of Personnel, New York:Prentice-Hall Inc., 1951, p. 337.

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Directive Type Interview. The directive

"type interview" is characterized by the alignment of the
interviewer with the subject. The interviewer is in the
active role. It is based on the idea of "directive" as an
approach to interviewing. The interviewer assumes a
directive type of interview. The interviewer assumes a
directive role, and tries to direct the subject's response.

This approach is more often than the nondirective ap-
proach, and is characterized by the fact that the directive
type of interview assumes that the interviewer, the subject, and

¹ Margaret E. Brown, "Role Practice in Interviewing," Journal of Guidance, June, 1947, p. 298.
² In some of the literature, the organization of the interview is discussed in terms of the interviewee's role. See, for example, Journal of Guidance, June, 1947, p. 298.

understanding would lead the person being interviewed to attempt self correction. Pfiffner, however, points out that the major weakness in this type of interview, the directive, is that it does not take into account the personal emotions and the part that they play in the situation.

Jucius¹¹ has further divided the directive interview into two categories - the planned interview and the patterned interview. In the planned interview, the interviewer plots out a definite course of action. They can either formulate their plans in writing or make mental note of the goals that they have set. The goals that the interviewers set can be such things as (1) the mission of the interview, (2) how they will conduct the interview, (3) what information they want to get out of the interview and (4), the time to be allotted for the interview. The information to be gathered from the complaintant is gained by asking well planned questions. The interview is planned to be flexible, and can be permitted to deviate within certain limitations; however, when this does happen the deviation and its limits are known, and the interviewer must know how far he has permitted the person to wander off the charted course. Jucius further states that this type of interview is within the capacity of almost all executives and personnel staff members.

¹¹ Michael J. Jucius, Personnel Management, Chicago: Richard D. Irwin, 1951, pp. 176-179.

understanding would lead the person being interviewed to
 attempt self-correction. Wilford, however, holds the
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 al emotions and the past that they play in the situation.
 Wilford has further divided the directive interview
 into two categories - the planned interview and the exten-
 sive interview. In the planned interview, the interview-
 er has a definite course of action. They are always
 formulated from the beginning in writing up some mental notes of
 the goals that they are set. The goals that the inter-
 viewers set can be known things as (1) the situation of the
 interview, (2) how they will conduct the interview, (3)
 what information they want to get out of the interview
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 certain limitations; however, when this does happen the
 direction and the limits are known, and the interview-
 ers know how far he has permitted the person to develop
 off the planned course. Wilford further states that this
 type of interview is within the category of almost all
 scientific and personal self-interviews.

The patterned type of interview is similar to the planned type; however, it is planned with much more care and exactitude. The interviewer usually has a list of questions that he will present to the individual during the course of the interview. The questions do not have to come in order, but they will be covered during the course of the interview. The patterned interview requires more skill than does the planned, because answers given by the individual must be analyzed by the interviewer during the discussion, and, should circumstances indicate, further questioning into the area of significance should be followed. To carry out this type of interviewing, the man must be competent, and he must be able to draw the desired information out of the person being interviewed.

The Non-directive Approach. The non-directive interview is the type used by Roethlisberger and his associates while they were conducting their experiments at the Hawthorne Plant of the Western Electric Company. During the last few years, much publicity has been given this method of interviewing. The usual application in industry is to have trained counselors assigned to certain areas in the factory and for them to visit the workers periodically. The counselors are not members of management and must necessarily keep what is told them in strict confidence.

The different type of interview is similar to the planned type; however, it is planned with much more care and exactitude. The interviewer usually has a list of questions that he will present to the individual during the course of his interview. The questions do not have to come in order, but they will be covered during the course of the interview. The suggested interview requires more skill than does the planned, because answers given by the individual must be analyzed by the interviewer during the discussion, and, should circumstances indicate, further questioning into the area of significance should be followed. To carry out this type of interviewing, the interviewer must be competent, and he must be able to draw the desired information out of the person being interviewed.

The non-directive interview. The non-directive

interview is the type used by psychoanalysts and his associates while they were conducting their experiments at the Government Plant of the Eastern Electric Company. For the last few years, much publicity has been given this method of interviewing. The manual application in industry is to have trained counselors assigned to certain areas in the factory and to have them visit the workers periodically. The counselors are not experts at management and must necessarily keep their lips closed in strict confidence.

The method used in this type of interview is to permit the interviewee to spout his emotions uninterruptedly, after which he will usually come to a more analytical frame of mind and reveal the true cause of his complaint.¹² As the discussion continues, the person will continue to talk and soon will be suggesting the therapy required for his own case. Of course, the interviewer has to be trained to interject information into the conversation without injecting his own opinions.

Pfiffner further describes this as the "catharsis" type of interview, in which the man is permitted to say anything that comes into his mind. This fact that the individual can talk to a sympathetic listener has value in itself.

Jucius states that this type of interview requires a much higher type of interviewer and requires much more planning.¹³ When the interviewer is skilled at supplementing the conversation with gentle and unobtrusive bits of information, the interviewee will develop insight into himself and his problems and will provide diagnosis and treatment for himself.¹⁴

¹² Pfiffner, op. cit., pp. 337-338.

¹³ Jucius, op. cit., p. 179.

¹⁴ Pfiffner, op. cit., p. 338.

The method used in this type of interview is to permit the interviewee to speak his own mind uninterrupted. After which he will usually come to a more analytical frame of mind and reveal the true cause of his complaint. As the discussion continues, the person will continue to talk and soon will be suggesting the therapy required for his own case. Of course, the interviewer has to be trained to interpret information into the conversation without injecting his own opinions.

William Lanyon describes this as the "collaborative"

type of interview, in which the man is permitted to say whatever comes into his mind. This type has been described as being to a sympathetic listener but value is itself.

Lanyon states that this type of interview requires a much higher type of interviewer and produces much more planning. When the interview is called as supplementary for the investigation with people and nonverbal use of information, the interviewers will develop further into the self and the problems and will provide diagnosis and treatment for himself.

12 Journal, vol. 11, pp. 357-358.

13 Journal, vol. 11, p. 197.

14 Journal, vol. 11, p. 358.

Based on the information gathered at the Hawthorne Plant, Roethlisberger devised the following rules to help the interviewer in his job. He also says that these rules apply to the first line supervisor as well as to the higher executive, in their relation to individuals during face to face contact.¹⁵

1. The supervisor should listen patiently to what his subordinate has to say without making any comment.
2. The supervisor should refrain from hasty disapproval of his subordinates conduct.
3. Do not argue with your subordinate.
4. Do not pay exclusive attention to the manifest content of the conversation.
5. Listen not only to what the person wants to say but also to what he does not want to say or cannot say without assistance.

Perhaps rules four and five should be further explained in order to realize their true significance. Under rule four, there is a tendency to rationalize sentiments, and, if the participants are not careful, they will become more interested in the truth of the rationalizations than in the sentiments and feelings being expressed.¹⁶ Under rule five, Roethlisberger found out that it was difficult for people to talk about things which were unpleasant to them.

¹⁵ F. J. Roethlisberger, Management and Morale, Cambridge: Harvard University Press, 1941, pp. 40-43.

¹⁶ Ibid., pp. 42-43.

Based on the information gathered at the hearing, the committee decided the following rules to help the interviewers in this job. We also hope these rules apply to the first time supervisor as well as to the experienced, in their relation to individuals during these to face problems.¹²

1. The supervisor should listen patiently to what the subordinate has to say without making any comment.
 2. The supervisor should refrain from hasty disapproval of the subordinate's conduct.
 3. Do not argue with your subordinates.
 4. Do not say exclusive attention to the isolated conduct of the subordinate.
 5. Listen not only to what the person wants to say but also to what he does not want to say or cannot say without assistance.
- Further rules from the time should be further explained in order to realize their true significance. Under rule four, there is a tendency to emphasize subordinates, and, if the subordinates are not careful, they will become more interested in the truth of the subordinates than in the subordinates and feelings being expressed.¹³ Under rule five, the committee found out that it was difficult for people to keep their things which were subjected to them.

¹² H. I. Engelbart, Management and Control, Cambridge: Harvard University Press, 1941, pp. 40-41.
¹³ ibid., pp. 42-43.

and hence many sentiments and feelings tended to remain in the background of a person's thinking and he never considers or is aware of them. He states that it is important to listen to what a person regards as obvious, as these assumptions are of great importance in assessing a person's values and significances.

The two broad areas in the field of interviewing have been presented. The next discussion will concern those principles and rules that are applicable in the interviewing situation.

Rules For Interviewing

In understanding the rules and their application to interviewing, you must remember that the interview can perform three main functions. It can be used to gain information from people, to instruct them, or to influence or motivate them.¹⁷ The third condition mentioned also contains therapeutic value. The techniques of interviewing must be adapted to meet the need of the situation at hand. The rules which will be presented will be general rules and will be applicable in most all interviewing situations. Most of the rules are self explanatory and hence will need no further elucidation.

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Walter Van Dyke Bingham and Bruce Victor Moore, How To Interview, New York: Harper and Brothers, 1941, p. 5.

and hence many scientific and feeling words to remain in the statement of a person's thinking and no other condition or it seems of them. He states that it is important to know to what a person regards as right, as wrong, as good, as of great importance in assessing a person's values and attitudes.

The two books given in the field of interviewing have been processed. The next situation will concern those principles and values that are applicable in the interviewing situation.

Notes on Interviewing

In conducting the value and attitude question to interviewing, you must remember that the interview can perform some value functions. It can be used to gain information from people, to inform them, or to influence of certain ideas. The third condition mentioned also contains important values. The techniques of interviewing must be adapted to meet the need of the situation at hand. The value which will be processed will be general rules and will be applicable in most all interviewing situations. Some of the values are self-employment and hence will need no further discussion.

The principles to be followed in the interviewing process will be divided into two areas. The first area to be considered will be that concerned with the planning for the interview.

Bingham and Moore¹⁸ in their writings list some of the following as important procedures to be followed in the preparation for interviewing. First of all, the interview must have an objective. Sometimes in this first phase it is necessary to clarify your thinking, and this can be done by writing out an outline of the purpose to be served by the interview. Next, after the purpose of the interview has been determined, an appointment should be made so that valuable time will not be wasted. This should be followed by securing information about the person who is to be interviewed. The interview should be conducted in privacy, and in the planning phase you should make the necessary arrangements to secure suitable accommodations for the interview.

The actual interview, or second phase, has these rules to be concerned with. The rules that will be given are those contained in Chapter 13 of Roethlisberger and Dickson's book. The chapter, entitled "The Interviewing Method" contains a more detailed discussion than will be presented here. In their writings, Roethlisberger and

¹⁸Bingham and Moore, op. cit., pp. 29-35.

The principles to be followed in the interview process will be divided into two parts. The first part will be devoted to the general principles and the second part to the interview.

Blom and Moore¹² in their writings list some of

the following as suggested procedures to be followed in the interview for investigation. First of all, the interviewer must have an objective. Questions in this first phase are necessary to clarify your subject, and this can be done by asking an opinion of the purpose to be served by the interview. Next, after the purpose of the interview has been determined, an appointment should be made and the witness time will not be wasted. This should be followed by securing information about the person who is to be

interviewed. The interview should be conducted in privacy and in the absence of any other persons who are necessary to the interview. The interview should be conducted in a room where the interviewee can be comfortable and the interviewee should be comfortable. The interview should be conducted in a room where the interviewee can be comfortable and the interviewee should be comfortable.

The second interview, or second phase, is the interview to be conducted with the witness. The interview should be conducted in a room where the interviewee can be comfortable and the interviewee should be comfortable. The interview should be conducted in a room where the interviewee can be comfortable and the interviewee should be comfortable. The interview should be conducted in a room where the interviewee can be comfortable and the interviewee should be comfortable.

Dickson set forth five general rules for the conduct of interviews which are listed as follows:¹⁹

1. The interviewer should listen to the speaker in a patient, but intelligently critical manner. This means that the interviewer listens to what the other person has to say with complete attention and interest. The interviewer is immensely interested in every word that the interviewee has to say, and in no circumstance should he cut him short. Being "intelligently critical" means that the interviewer should try to understand everything that is being said.

2. The interviewer should not display any kind of authority. The interviewer should do all in his power to put the worker at ease. The worker or individual may be resentful of authority, and the interviewer should guard against displaying authority in any of its several forms. Roethlisberger and Dickson also advise against some of the more subtle forms of showing authority such as contradicting the worker, treating his ideas lightly, and the like.

3. The interviewer should not give advice or moral admonition. The interviewer should refrain from making decisions and giving advice to the other party in the interview. The interviewer should not pass judgment on the

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F. J. Roethlisberger and William J. Dickson, Management and The Worker, Cambridge:Harvard University Press, 1943, pp. 286-291.

Gibson set forth five general rules for the conduct of

interviews which are listed as follows:

1. The interviewer should listen to the speaker in

a passive, not intelligently critical manner. This means

that the interviewer listens so that the other person can

to say with complete attention and interest. The inter-

viewer is immensely interested in every word that the inter-

viewer has to say, and in no circumstance should he not be

short. Being "intelligently critical" means that the inter-

viewer should try to understand everything that is being

said.

2. The interviewer should not display any sign of

authority. The interviewer should do all in his power to

put the viewer at ease. The worker on individual may be

presented as authority, and the interviewer should avoid

displaying authority in any of the several ways.

Roethlisberger and Gibson also advise against some of the

most serious forms of showing authority such as commenting

in the worker, treating the laborer as a child, and the like.

3. The interviewer should not give advice or make

suggestions. The interviewer should refrain from making

suggestions and giving advice to the other party in the inter-

view. The interviewer should not pass judgment on the

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other person, and he should not appear to be shocked or critical, because these attitudes will prevent the interviewee from talking freely.

4. The interviewer should not argue with the speaker.

Arguments tend to make him defend his actions rather than examine his attitudes and behavior. Any argument will interfere with the interview, because it will direct the actions and thinking of the individual and imply that he is wrong.

5. The interviewer should ask questions only under certain conditions. The objective of the interview is to get the person to talk, and questions can be used for this purpose. Any statement like "tell me more about it" will make the worker talk more about himself. Again, questions may have to be used to veer the conversation to areas or topics that need more thorough coverage. Questions may have to be asked to put the interviewee at ease at the beginning of the conversation. Sometimes it is necessary to start a social conversation by talking about the worker's family, or his job or some similar topic.

In addition to those principles just listed, it is necessary to be able to draw the interview to a close, and to be able to state to the individual a summary of what has

other person, and he should not appear to be shocked or
critical, because these attitudes will prevent the inter-
viewer from talking freely.

4. The interviewer should not agree with the speaker.

Arguments tend to make the speaker feel that his actions are right and
examine his attitudes and behavior. Any agreement will
interfere with the interview, because it will direct the
actions and thinking of the individual and imply that he is
wrong.

5. The interviewer should ask questions only under

certain conditions. The objective of the interview is to
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lead the worker to talk about himself. Again, questions
may have to be used to keep the conversation on track or
topics that need more thorough coverage. Questions may
have to be asked to get the interviewee to state the fo-
cusing of the conversation. Sometimes it is necessary to
start a casual conversation by talking about the worker's
family, or his job or some similar topic.

In addition to some principles just listed, it is
necessary to be able to use the interview to a close, and
to be able to make the individual a summary of what has

been said.²⁰ During the interview, it is a good idea to summarize briefly from time to time the main points of the conversation so that you can be sure that you have a complete understanding of what the worker is trying to tell you. This can easily be done by the use of such statements as "am I correct in saying (then give your brief summary)."
If your summary is incorrect, then the worker has an opportunity to change the statement so that it will agree with his thoughts.

The above rules pertain to almost every interviewing situation. Pfiffner has listed some additional principles to be followed. These rules are particularly applicable for interviewing in grievance cases. The rules not only cover interviewing methods, but also contain good advice for the interviewer to follow in arriving at his decision.²¹

1. The supervisor should hear the complaint through, and should refrain from assuming a defensive attitude. Perhaps the grievance has arisen because of the actions of the supervisor and the employee is attempting to state his case. The foreman must remain quiet and listen until the worker has talked out his complaint. Grievances have a way of settling themselves if the supervisor will listen without showing signs of impatience or resentment, and if he can

²⁰ Jucius, op. cit., p. 182.

²¹ Pfiffner, op. cit., pp. 371-375.

can say. During the interview, it is a good idea to summarize briefly from time to time the main points of the conversation so that you can be sure that you have a complete understanding of what the worker is trying to tell you. This can easily be done by the use of such statements as "as I correct in saying (then give your brief summary)." If your summary is incorrect, then the worker has an opportunity to correct the statement so that it will agree with his thoughts.

The above rules contain the most important interviewing techniques. Miller has listed some additional principles to be followed. These rules are particularly applicable for interviewing in reference cases. The rules are only cover interviewing methods, they also contain good advice for the interviewer to follow in arriving at his decision.¹¹

1. The supervisor should keep the committee informed and should report from committee a tentative estimate. The committee has a direct bearing on the nature of the supervisor and the employee is depending on these for help. The foreman must remain quiet and listen until the worker has said all his thoughts. Otherwise there is a way of settling themselves in the supervisor with their own knowing signs at intervals of treatment, and if he can

¹¹ Miller, op. cit., p. 163.
¹² Miller, op. cit., pp. 171-172.

refrain from making judgments and oral reprimands. The fact that the worker can talk freely to someone who has the power of judgment over him sometimes causes the worker to think through and see his predicament in a more objective light.

2. The supervisor and the worker should both concentrate on the factual aspects of the grievance rather than those which are personal and subjective in nature.

3. The supervisor should refrain from taking hasty action. He should put himself in the position of the aggrieved employee, and should weigh all the facts from all possible angles. If there is any element of passion or anger involved in the interview, the supervisor should wait until things have cooled off before attempting to reach a decision.

The success of the interviewing technique contributes greatly to the overall success of the organization. Mayo listed the following as some of the benefits derived from the use of the interviewing method at the Hawthorne Plant.²²

1. The early discovery that the interview aids the individual to get rid of useless emotional complications and to state his problem clearly. He is able to give himself good advice - a procedure far more acceptable than advice accepted from another.
2. The interview has demonstrated its capacity to aid the individual to associate more easily, more satisfactorily - with other

...the fact that the workers are not likely to be so easily
power of judgment over the conditions under the worker to
this regard and the old treatment in a more objective
light.

4. The supervisor and the worker should both be
...the worker's interest of the worker rather than
...the worker and supervisor and supervisor in return.

5. The supervisor should refrain from being happy
...the worker put himself in the position of the worker
of employer, and should help all the worker from all possible
...the worker is not allowed to be on an equal level
in the factory, the supervisor should not be able to
have made it before attempting to reach a decision.

The worker of the factory should be considered
...the worker's interest of the worker rather than
...the worker's interest of the worker rather than
...the worker's interest of the worker rather than
...the worker's interest of the worker rather than

6. The worker should be able to be interviewed
...the worker's interest of the worker rather than
...the worker's interest of the worker rather than
...the worker's interest of the worker rather than
...the worker's interest of the worker rather than

persons - fellow workers or supervisor - with whom he is in daily contact.

3. The interview not only helps the individual to collaborate better with his own group of workers, it also develops his desire and capacity to work with management.
4. Beyond all this, interviewing possesses immense importance for the training of administrators in the difficult future that faces this continent and the world.
5. There remains the claim made above that the interview has proved to be a great source of information of objective value to management.

Mayo continues by saying that "...the interview is the only method extant that can contribute reasonably accurate information, or any reasonably accurate information, as to the cooperation between workers - teamwork - that obtains in a given department, and beyond this, the extent to which this cooperation includes management policy or is wary of it."

Little can be added to Mayo's statement to further express the importance of the interview in the work situation. The use of interviewing has proved to be of tremendous help in the field of human relations. The procedures outlined in the SUPERVISORS HANDBOOK for handling grievances problems conform to the principles set forth here and carry out the principles involved in the interviewing process. The use of these techniques has been of great importance to management in settling complaints at the

between - follow up with an interview -
with whom he is in daily contact.

3. The interview not only helps the individual
to collaborate better with his own group of
workers, it also develops his beliefs and
attitudes to work with management.

4. Beyond all this, interviewing promotes
humanity in the field of
administration in the different
that there is no conflict and the world.

5. There remains one aim which is above all
the interview has proved to be a great
source of information of objective value
to management.

have continued to say that "...the interview is the only
method which has been consistently responsible, accurate in-
formation, or any reasonably accurate information, as to
the cooperation between workers - management - that occurs
in a given department, and beyond this, the extent to
which this cooperation includes management policy or is
way of it."

It is, as we noted in the statement by further
expanses the importance of the interview in the work situa-
tion. The use of interviewing has proved to be of great
use both in the field of human relations. The procedures
outlined in the interviewing manual for handling inter-
view problems continue to be principles and forth have
and carry out the principles involved in the interviewing
process. The use of these techniques has been of great
importance in management in setting conditions of the

first level of supervision.

The interviewing technique has been provided for the supervisor because he is the logical man to handle the complaints of his workers. Gardiner lists some of the following as reasons why the supervisor is the logical man to settle the grievances.²³

1. Because he is the closest to the situation and is best informed and acquainted with the conditions involved.
2. The company is dependent on the foreman's relations with his men for the kind of workmanship and service they render. Anything that causes the foreman to lose prestige or respect with his men destroys his ability to get results from them. If grievances are taken over his head and settled without his consideration, his men will lose respect for him. He will lose control.

As can be seen, the interview is a very important tool used by supervisors to settle problems at their level. It can be very beneficial to management and the work force if properly used.

first level of supervision.

The supervising techniques are then provided for the supervisor because as in the field, he has to handle the complaints of his workers. Therefore, this kind of his job is to be in the position of the supervisor is the field and to

see the results.

1. Because he is the closest to the situation and is best informed and equipped with the knowledge to solve.

2. The company is dependent on the foreman's relations with his men for the kind of workmanship and service they render. Any thing that causes the foreman to lose respect or respect with his men destroys his ability to get results from them. If foremen are taken over the hand and settled without his consideration, his men will lose respect for him. He will lose control.

It can be seen, the interview is a very important tool used by supervisors to settle problems at first level. It can be very beneficial to management and the work force if

properly used.

CHAPTER V

SUMMARY AND PROPOSAL

Introduction

The purpose of this paper has been to study the current procedures followed by industry in settling worker complaints and grievances. The study was limited to the first step in the grievance machinery and the part that the foreman or supervisor played in the settlement of grievances. It was learned that the supervisor was taught either formally or informally to use interviewing techniques to help him in gaining the solution to worker complaints. General rules and principles were discussed in connection with interviewing, and the part that these played in the interview.

The position of the foreman and the division officer was compared, and it was learned that the role they play in grievance procedures is very similar. They both are the first management representatives to hear the complaints of the work force. Because of this similarity, the role of the foreman in handling grievances was studied very closely in hopes that some of the procedures that he uses are applicable in the Navy situation.

EVIDENCE AND PROCEEDINGS

Introduction

The purpose of this paper has been to study the current procedures followed by industry in settling worker grievances and arbitrations. The study was limited to the first step in the grievance machinery and the part that the foreman or supervisor played in the settlement of grievances. It was learned that the supervisor was usually either formally or informally in charge of settling each grievance as well as in making the decision to remove an employee. General rules and principles were discussed in connection with interviewing, and the part that these played in the interview.

The position of the foreman and the union official was compared, and it was learned that the role they play in grievance procedure is very similar. They both are the first management representatives to hear the complaint of the work force. Because of this similarity, the role of the foreman in handling grievances was studied very closely in hopes that some of the procedures that he uses are applicable in the next situation.

The Proposal

The indications of grievances in the naval situation and in the industrial situation are very similar. The usual symptoms of grievances in the industrial situation are (1) low productivity, (2) poor attendance, (3) poor care of equipment, (4) poor attitudes toward supervision, (5) high turnover in the work force, and (6) low morale in the work force. The same symptoms are present in the naval situation only the terms are called by different names. The high turnover is indicated in the naval situation by failure of the enlisted men to re-enlist on the expiration of their cruise.

The study of grievances, then, involves two areas. The first area is the preventative area and is used by the supervisor to spot troubles and take corrective action before the grievance arrives at the complaint stage. In the preventative stage, the supervisor is able to talk with the workers and determine what is on their mind and what are some of the sources of their irritations. The supervisor is able to take corrective action, by getting rid of the source of irritation. This action will improve morale and work output of the crew. The second grievance area is that area where the worker presents his grievance to the foreman either orally or in writing.

The Proposal

The indication of presence in the naval situation

and in the industrial situation are very similar. The

naval symptoms of presence in the industrial situation

are (1) low productivity, (2) poor attendance, (3) poor

care of equipment, (4) poor attitudes toward supervision,

(5) high turnover in the work force, and (6) low morale

in the work force. The same symptoms are present in the

naval situation only the terms are called by different names.

The high turnover is indicated in the naval situation by

failure of the enlisted men to re-enlist on the expiration

of their enlistment.

The study of presence, then, involves two areas.

The first area is the prescriptive area and is used by the

supervisor to set standards and make corrective action when

low the presence arises at the working place. In the

prescriptive stage, the supervisor is able to tell with the

workers and determine what is on their mind and what are

some of the sources of their irritations. The supervisor

is able to take corrective action, or rather tell of the

source of irritation. This action will remove causes and

very causes of the crew. The second presence area is that

area where the worker possesses his presence to the system

either directly or indirectly.

If management is to take corrective action in order to clear up sources of conflict in the work conditions, then the use of the complaint that is presented by the worker will depend on the three conditions mentioned by Roethlisberger. Those conditions are: (1) the extent to which the complaint is accurately stated, (2) the extent to which the complaint has an objective reference and can be verified, (3) the extent to which the conditions complained about are stated terms which are generally accepted. In order to fulfill these three conditions, the interview was used to get at the facts concerning the complaint. Until these facts are determined, it is useless to attempt to take corrective action. When the true cause of the grievance is not determined and not corrected, the workers will complain, and in some instances their complaints will concern different things than first stated.

By use of the interviewing technique in unionized and non-unionized industry, 75% to 90% of the grievances were settled by the foremen at the first level of supervision. Surely, then, if this can be accomplished in the industrial situation, it can be accomplished in the naval situation. ✓

The proposal is this - the division officer should be taught interviewing techniques so that he will be better able to understand the problems of his sailors, and

It is necessary to take corrective action in order to clear up sources of conflict in the work conditions. When the use of the technique is presented by the worker or will depend on the given conditions mentioned by specialists. These conditions are: (1) the extent to which the complaint is accurately stated, (2) the extent to which the complaint has an objective reference and can be verified, (3) the extent to which the conditions complained about are passed down when the generally accepted. In order to fulfill these three conditions, the interview was used to get at the facts concerning the complaint. Until these facts are determined, it is useless to attempt to take corrective action. From the true cause of the complaint is not determined and not corrected, the workers will complain, and in some instances their complaints will concern different matters than first stated. It was of the interviewing technique in individual and group-interviewed laboratory. 75% to 90% of the complaints were accepted by the foreman at the first level of report. Usually, when it has not been accomplished in the immediate situation, it can be accomplished in the next situation. The process is this - the division officer should be made interviewing techniques so that he will be better able to understand the problem of the worker, and

to take corrective action quickly in order to prevent grievances from building up. The longer the grievance continues without being settled, the harder it will be to solve in the long run. Roethlisberger states that interviewing techniques as described in this paper can be used by both the foreman and the executive.

The reader must remember this - there are limits to the capabilities of the individual in the use of interviewing techniques. Studies will have to be made to determine the extent to which the division officer is capable of using the interviewing technique. There are several things that must be considered. Once the division officer learns that the source of the complaint is not in the work conditions, but in some area which is not within his or his commanding officers area of responsibility, (such as family matters) then the man will have to be referred to the Chaplain or a trained clinical psychologist.

The need of the interview is definitely indicated. The method of training will have to be worked out by those who are competent in the field. His suggestion that role playing which is being used successfully by the Federal Security Administration at the present time be considered. There are other methods which would probably accomplish the desired goals with an equal degree of success.

to take appropriate action directly in order to prevent further
 spread from existing cases. The longer the epidemic continues
 without being checked, the greater it will be to solve in
 the long run. Nevertheless, studies show interesting facts
 which are described in this paper can be used by both the
 physician and the scientist.

The reader must remember that - there are limits to
 the capabilities of the individual in the use of laboratory
 techniques. Results will have to be made as accurate
 as possible to obtain the highest efficiency of results of
 within the interviewing technique. There are several things
 that must be considered. One the relation of the patient
 with the source of the complaint is not in the same way
 different, but in some cases it is not always the same
 responsible officers give of responsibility. (Each in family
 matters) then the man will have to be related to the
 complaint as a clinical clinical psychological.

The need of the interview is not always indicated.
 The extent of history will have to be worked out by those
 who are concerned in the field. The suggestion that some
 studies should be being made systematically by the physician
 through investigation at the present time be considered.
 There are many methods which would probably accomplish
 the desired result with an equal degree of success.

If the division officer is to accomplish one of his major tasks, which is to counsel and give sound advice to his men, then it is extremely necessary that he be taught the fundamentals of the interviewing technique.

If the officer officer is to accomplish one of his major tasks, which is to counsel and give sound advice to his men, then it is extremely necessary that he be capable of fundamental of the underlying techniques.

The first of these techniques is the ability to listen. The officer must be able to listen to his men and to the situation around him. This is not a passive listening, but an active listening. The officer must be able to hear the words of his men and to understand the meaning of those words. He must be able to hear the tone of voice of his men and to understand the feeling behind that tone. He must be able to hear the body language of his men and to understand the meaning of that language. This is the first technique of the underlying techniques of the officer's job. It is the foundation upon which all other techniques are built. Without the ability to listen, the officer cannot fulfill his duty to his men and to the situation around him. The second technique is the ability to communicate. The officer must be able to communicate with his men and with the situation around him. This is not a one-way communication, but a two-way communication. The officer must be able to tell his men what he wants them to do and to explain the reasons for his orders. He must be able to listen to his men and to understand their needs and desires. He must be able to communicate with the situation around him and to understand the requirements of that situation. This is the second technique of the underlying techniques of the officer's job. It is the foundation upon which all other techniques are built. Without the ability to communicate, the officer cannot fulfill his duty to his men and to the situation around him. The third technique is the ability to lead. The officer must be able to lead his men and to lead the situation around him. This is not a passive leadership, but an active leadership. The officer must be able to set the example for his men and to show them the way to success. He must be able to inspire his men and to give them the confidence to follow him. He must be able to lead the situation around him and to make the most of the resources available to him. This is the third technique of the underlying techniques of the officer's job. It is the foundation upon which all other techniques are built. Without the ability to lead, the officer cannot fulfill his duty to his men and to the situation around him. The fourth technique is the ability to adapt. The officer must be able to adapt to the situation around him and to the needs of his men. This is not a rigid adaptation, but a flexible adaptation. The officer must be able to change his plans and his orders when the situation changes. He must be able to change his leadership style when the needs of his men change. He must be able to adapt to the situation around him and to the needs of his men. This is the fourth technique of the underlying techniques of the officer's job. It is the foundation upon which all other techniques are built. Without the ability to adapt, the officer cannot fulfill his duty to his men and to the situation around him. The fifth technique is the ability to persevere. The officer must be able to persevere in the face of adversity and to overcome the obstacles that stand in his way. This is not a passive perseverance, but an active perseverance. The officer must be able to keep his men motivated and to keep them fighting for the cause. He must be able to keep the situation around him from overwhelming him. He must be able to persevere in the face of adversity and to overcome the obstacles that stand in his way. This is the fifth technique of the underlying techniques of the officer's job. It is the foundation upon which all other techniques are built. Without the ability to persevere, the officer cannot fulfill his duty to his men and to the situation around him.

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interviewing in the handling of
grievances by division officers
of the United States Navy.



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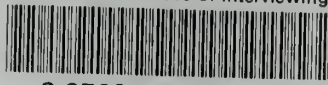
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